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ABSTRACT

This document contains witness testimonies and prepared statements from the Senate hearing called to examine what drug abuse prevention curriculum will effectively teach public school children to say "no" to drugs. Opening statements are included from Senators Paula Hawkins, John Kerry, Alfonse D'Amato, Dennis DeConcini, Charles Grassley, Daniel Moynihan, and Christopher Dodd. Prepared statements from Governor Michael Dukakis of Massachusetts and Senator Daniel P. Moynihan of New York are also provided. Other witnesses giving testimony are: (1) Elizabeth S. McConnell, executive director, the C. E. Mendez Foundation Tampa, Florida; (2) Wilhelmina E. Holliday, deputy commissioner for community affairs, New York City Police Department; and (3) John Hill, coordinator of New York City's School Program to Educate and Control Abuse (SPECDA). McConnell describes the work of the C. E. Mendez Foundation, an organization involved exclusively in the development and implementation of drug education curricula whose drug education programs have been taught in 50 school systems nationwide. Holliday describes New York City's SPECDA program. Hill responds to questions about the SPECDA program asked by committee members. Additional materials supplied for the record are included. (NB)

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S. HRG. 99-871

IMPACT OF DRUG EDUCATION

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HEARING

BEFORE THE

SUBCOMMITTEE ON
CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-NINTH CONGRESS

SECOND SESSION

ON

EXAMINING THE NEED FOR DRUG ABUSE PREVENTION PROGRAMS IN PUBLIC SCHOOLS AND ON PROPOSALS TO PROVIDE ASSISTANCE FOR THE DEVELOPMENT AND EXPANSION OF DRUG PREVENTION PROGRAMS IN ELEMENTARY AND SECONDARY SCHOOLS IN THE UNITED STATES

AUGUST 7, 1986

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IMPACT OF DRUG EDUCATION

THURSDAY, AUGUST 7, 1986

U.S. SENATE,
SUBCOMMITTEE ON CHILDREN, FAMILY,
DRUGS AND ALCOHOLISM,
COMMITTEE ON LABOR AND HUMAN RESOURCES,
Washington, DC.

The subcommittee met at 10:05 a.m., in room 430, Dirksen Senate Office Building, Senator Paula Hawkins (chairman of the subcommittee) presiding.

Present: Senators Hawkins, Kerry, and Dodd. Also present: Senator D'Amato and DeConcini.

OPENING STATEMENT OF SENATOR HAWKINS

Senator HAWKINS. Good morning.

Today the Subcommittee on Children, Family, Drugs and Alcoholism will consider legislation which will provide hundreds of millions of Federal dollars for drug education. In years past I have been a staunch supporter of preventive drug education coupled with aggressive eradication and interdiction efforts. Drug education is the vital component in our Nation's raging war against drugs.

Last week I asked the Appropriations Committee to require that all educational facilities receiving Federal financial assistance include drug education as part of their curriculum. I have also joined with Senator Quayle in asking our Nation's educators to enforce strict but fair policies which would ensure a drug free environment for our young people.

Certainly America's parents can expect nothing less. America's schools serve as the caretakers for our young people during their formative years. Parents are responsible for instilling values and character and our schools must build on that foundation.

Now, as this Senate and this Congress consider expanding funding for drug education programs, there is one essential question that we all must ask: What curriculum will effectively teach our children to say no to drugs? Believe it or not there is no firm agreement on this matter.

Many of the school library and classroom books that have come across my desk teach another message. Children are being told—

Question your parents about the drugs they use. Maybe they will agree to give up theirs if you will give up yours. Try to see what your experiences have in common with theirs. What alternatives to drug use can your parents suggest? If you can convince them that your drug use is responsible, you may be able to allay their anxiety. If their fears come from ignorance or misinformation, try to educate them not by being emotional but by being well informed about the drugs you use. Give them this book to read as a background for discussion of drug use.

This book is called "Chocolate To Morphine."

Chapter 3 of the same book, starts out: "Drugs are fascinating because they can change our awareness," statement of fact. On page 47, "Occasional snorting of cocaine in social situations is probably not harmful." This book is written for junior and senior high school students and the publisher said that it is quite popular with school counselors and professionals.

From what I have been told "Chocolate To Morphine" is found on the American Library Association's list of recommended books on drug abuse. And there are other books. This is called the "Encyclopedia of Psychoactive Drugs," published by Chelsea House and copyright 1985. By the way, "Chocolate To Morphine" is copyright 1983.

And I will read from the book:

> Drugs are sometimes used as an aid to achieving a mystical experience, a long lasting or momentary union with an intimate perception of the eternal being, the cosmic consciousness or Nirvana.

The publisher says sales have been pretty good. The encyclopedia can now be found in about 20 percent of our Nation's schools.

But it is not just books. I want to show you a condensed version of a video tape distributed by Guidance Associates of New York. It is being used in health and drug education classes across the country. And the title is "Marijuana Facts, Myths, and Decisions."

[The videotape was played.]

Senator HAWKINS. That is just a miniversion of a 45-minute film.

With drug use running rampant, a cover story on our weekly magazines, the President's declaration of a war against drug abuse, I believe we should all ask ourselves why are our children being exposed to such garbage? The majority of the material does not communicate a get tough attitude against drug use. Rather it seems to reflect of attitudes of groups like the National Organization for the Reform of Marijuana Laws, a group called NORML.

There are a lot of people who believe there is a better way. My colleagues believe there is a better way. We have some teachers here today who will testify and demonstrate more appropriate methods of teaching our children about drugs. And I would like just to make a proposal right here and now which is going to be necessarily implemented at State and local levels. And right now we ought to say that drug education programs be renamed, that they can be called "just say no to drugs," education materials. And I would also recommend that all curriculum be redirected to teach our children to say no to drugs. No more teaching about responsible use. In this Senator's mind there is absolutely no legitimacy in teaching about responsible use of mind bending drugs.

I would like to announce when the National Institute of Drug Abuse reauthorization bill comes to the floor I am adding an amendment that all education grants distributed by NIDA carry the just say no message.

This subcommittee and this Congress are talking about spending millions of dollars on drug education. And we ought to listen closely to those who are out in the field, in the battleground, and we ought to keep in mind the materials I have just presented. When we talk about spending more money or taking away all Federal

money for schools that do not have drug education policy, this Senator will look closely at all those amendments and make sure that there is a right way and there is a wrong way to teach children about drug abuse. And before any blank check is written we are going to closely examine what we are going to be getting for our money.

Senator Kerry has joined me today. I know we have Senator D'Amato, an active warrior in the war on drugs, and Senator DeConcini, who has been my Democrat counterpart in all of our efforts to make sure that this war on drug is bipartisan.

It reaches all children, it reaches all socioeconomic levels and it is crippling civilization.

I will insert Senator Dodd's opening statement at this point.

OPENING STATEMENT OF SENATOR CHRISTOPHER J. DODD

Senator DODD. Madam Chairman, I am very pleased that the subcommittee is focusing this morning on the important issue of drug abuse prevention and education programs.

The recent tragic deaths of several well-known athletes have brought youth drug abuse to the forefront of public attention. Parents and teachers, community leaders, and students themselves have expressed real concern over what appears to be an increase in drug about among American children. The age of the first use of cocaine in my State of Connecticut, for example, is going down, as is the age of the first use of alcohol and all other drugs. And, close to 75 percent of all people in drug treatment programs in my State started to abuse drugs before they reached the age of 18. Across the country, there has been a big jump in the use of cocaine, PCP, and other opiates among both males and females living in both rural and urban areas. In short, no community, State, or region can be complacent about childhood drug abuse.

To ensure that all school-age children focus on this critical problem, I introduced Senate Joint Resolution 386, The National Drug Education Day Act of 1986. This resolution designated October 6, 1986, as a day when every school across the Nation, from kindergarten through university, can focus on the very real dangers or crack, PCP's, and other forms of alcohol and drug abuse. It is my hope that the National Institute of Drug Abuse and the Department of Education will be able to assist teachers, administrators, parents, and others who wish to make October 6 a National Education Day About the Dangers of Abusing Drugs.

Obviously, Madam Chairman, educating young people about the serious and sometimes irreversible consequences of drug abuse is a process which can take much longer than 1 day. Many States already have laws mandating some form of alcohol and drug abuse prevention education. In my State of Connecticut, the most definitive piece of mandated curriculum from age 5 through high school graduation is instruction on the effects of alcohol, nicotine, and other drug abuse on health, character, and well-being. Nevertheless, Connecticut teachers and counselors have expressed frustration at the contradictory messages children receive about drugs out in the wider community. For this reason, we need to explore new ways to strengthen prevention programs in schools, community

clubs, churches, and at home. I look forward to hearing the testimony of our distinguished witnesses this morning on these issues.

I would be remiss, however, if I did not mention that efforts to strengthen and expand prevention programs must also look at some of the underlying causes of drug abuse. In previous hearings, for example, we have heard testimony about a strong relationship between physical and sexual child abuse and subsequent drug abuse on the part of victims. Likewise, we have heard eloquent testimony about the risks of drug abuse that runaways face when pushers are the only ones to offer them food and shelter. And last but not least, we have heard other experts testify that some young people living in our poorest communities act as drug runners as a means of contributing to family income. Any all-out effort to prevent and treat childhood drug abuse must get at some of these root causes.

So, I look forward to hearing the testimony this morning from our distinguished colleagues in the Senate and from other experts.

Senator HAWKINS. I welcome you, Senator Kerry. Do you have an opening statement?

OPENING STATEMENT OF SENATOR KERRY

Senator KERRY. Thank you, Madam Chairman.

I want to make a few comments although I know we want to hear the comments from the witnesses and from our two distinguished colleagues and look forward to hearing what they have to say.

I think that States and local communities in this country are beginning finally to respond as never before in order to develop strategies, initiatives, for comprehensive substance abuse prevention programs in our schools. And obviously we all share the belief here—and I hope it will be a unanimous belief—that it is critical for Federal policy makers to be reviewing how we are best going to contribute to this effort.

Nationwide the statistics revealing the use of drugs and alcohol by our children and our young adults are absolutely alarming. In my home State of Massachusetts, Governor Dukakis surveyed 5,000 high school students in 1984 and found that 60 percent admitted having used illegal drugs and 28 percent reported using illicit drugs at age 12 or younger. Now, the Commonwealth of Massachusetts responded to this distressing data with the Governor's alliance against drugs which has successfully elicited more than 200 Massachusetts communities in a unified and comprehensive effort to combat drug abuse against young people.

And a large portion of their activities, I am pleased to be able to say, I think people should welcome the fact, has taken place without cost to the Government and with resources that have been obtained from private sources, private groups and corporations, major media outlets, and professional and amateur sports organizations.

For a more comprehensive—rather than describing if you will, Madam Chairman, for a more comprehensive description of this program, I would like to submit the testimony of Governor Dukakis which he gave yesterday before the House Education and Labor

Committee. And I think it is an important contribution to this. I would ask unanimous consent.

Let me just briefly say that there are several steps that we can take on the Federal level.

No. 1, we should set up guidelines for the states to act upon so that the nationwide efforts reflect a well thought out and comprehensive attack on drugs.

No. 2, the Drug Enforcement Administration should play a stronger role in monitoring State plans regarding this effort of outreach.

And three, I think we the Congress should make the drug pushers themselves pay for our substance abuse prevention programs by funneling forfeiture moneys into the drug education programs.

Now, in an effort to respond to that assistance, I am introducing legislation today to make Federal forfeiture funds available for drug use education and prevention programs. And this initiative will transfer money from the Justice Department assets forfeiture funds and U.S. Custom Service forfeiture funds to the Department of Education and Department of Health and Human Services in order to assist in drug education programs.

I think that anyone who does not admit that our school systems, our local communities, States, are in desperate need of a financial assistance for school education material and training are simply ignoring the reality today. My legislation will attempt—along with others I think—to try to meet this need.

Finally let me say that while our law enforcement authorities seize over $1 billion in drug traffickers' assets each year, from cash to stocks to bonds to real estate, that money, none of it, is going to help reduce the demand for drugs. And in some cases drug traffickers gross more each year than the Drug Enforcement Administration has in its budget. So I want to see us try to address that issue.

I served as a chief law enforcement administrator for the largest county in Massachusetts and 1 of 10 largest counties in this country, and I started a drug task force. I regret to say that what I learned in the course of that experience of law enforcement disturbs me. And what I see today at the national level as well as at the State levels continues to disturb me.

We talk and talk and talk about drug enforcement. A few years ago we heard about a Presidential task force, and the Vice President headed it up, to increase enforcement. Yet the Coast Guard, which is our barrier against traffic coming in from other countries, has been reduced in its ability to be able to do what it is supposed to do.

We still today in 1986 have no coordinated effort between agencies. And if there is anything I learned in that enforcement effort, it is that we are defeating ourselves by virtue of the turf struggles and the lack of coordination and the disparate entities, all of which are treading on each other's toes in an uncoordinated fashion to try to deal with this. And until we face up to the enforcement effort, I fear that even these good efforts of the chairman and others to try to educate people are simply going to be putting a finger in the dike.

We have got to get more serious, we have got to have one entity responsible for all drug enforcement, and we have got to begin to

do it now before we come back here and start the recriminations about who is responsible for the increases of the degradation of our society. And I, Madam Chairman, would welcome your efforts on this effort and am glad that we are here talking about it. But I hope for once we will do more than just talk, it will reduce us to some genuine real efforts.

[The prepared statements of Senator Kerry and Governor Dukakis follow:]

STATEMENT BY SENATOR JOHN KERRY - AUGUST 7, 1986
HEARING ON DRUG EDUCATION

MADAM CHAIRMAN -- I am very much looking forward to the comments by the distinguished panel before us today, who have been asked to address the needs of and recommendations for student drug education programs.

States and local communities are responding as never before to develop strategies and initiatives for comprehensive substance abuse prevention programs in our schools, and I believe it is critical for policymakers on the federal level to be reviewing how best we may contribute towards this effort.

Nationwide, the statistics revealing use of drugs and alcohol by our children and young adults are alarming. In my home state of Massachusetts Governor Michael Dukakis surveyed 5,000 high school students in 1984 and found that 60% admitted having used illegal drugs: 28% reported using illicit drugs at age 12 or younger.

The Commonwealth responded to this distressing data with the Governor's Alliance Against Drugs, which has successfully enlisted more than 200 Massachusetts communities in a unified and comprehensive effort to combat substance abuse by young people. A large portion of their activities have been performed without

cost or with resources that have been marshalled from private groups and corporations, major media outlets, and professional and amateur sports organizations. For a more comprehensive description of this broad based program, I would like to submit for the record Governor Dukakis' testimony yesterday before the House Education and Labor Committee.

Governor Dukakis, however, suggests several steps which we could take on the Federal level to help insure their long-term success: 1). Congress should set-up guidelines for the states to act upon, so that nationwide efforts reflect a well thought out, comprehensive attack on drug demand; 2) The Drug Enforcement Administration should play a stronger role in monitoring state plans; and 3) Congress should make the drug pushers pay for our substance abuse prevention programs by funnelling forfeiture monies into the drug education programs.

In an effort to respond to needed federal assistance, I am introducing legislation today to make federal forfeiture funds available for drug abuse education and prevention programs. This initiative will transfer money from the Justice Department Assets Forfeiture Fund and the U.S. Customs Service Forfeiture Fund to the Department of Education and the Department of Health and Human Services to assist states in their drug education programs.

Drug education programs nationwide are in critical need of financial assistance for school education material and teacher

training. My legislation attempts to respond to this need, without requiring any additional expenditure of federal funds or taking any money away from law enforcement efforts.

Our law enforcement authorities seize over one billion dollars in drug trafficker's assets each year -- cash, stocks, bonds, and real estate -- but the money is not going to help reduce demand for drugs. In some cases, drug traffickers gross more each year than the Drug Enforcement Administration has in its budget.

The Justice Department's asset forfeiture fund only began operating last year in repsonse to important provisions in the 1984 Comprehensive Crime Control Act. Although there is a lag time between a seizure and the actual forfeiture of assets, the fund promises to be a major step forward in our war against drugs. Even after federal, state and local law enforcement agencies recoup their share of the forfeiture assets, including the costs of seizure and forfeiture, it is estimated that at least $50 million from this fund will pour into the Treasury at the close of this fiscal year.

I believe it makes a great deal of sense to use drug pusher profits in our attempt to meet the challenges before us. I recognize that this is just one step in what has to be a much broader plan to address drug demand and supply both here and internationally, but I am convinced it is a necessary step.

No reform package would be complete without addressing drug education programs, and today's dialogue is essential in our examination of federal commitments. While there is no formal consensus on the proposed reforms, I am confident that today's panelists will help us to be better able to identify the needs and recognize our responsibilities on the federal level.

TESTIMONY OF

GOVERNOR MICHAEL S. DUKAKIS

AND MEMBERS OF THE

GOVERNOR'S ALLIANCE AGAINST DRUGS

AUGUST 7, 1986

SUBMITTED TO THE

UNITED STATES SENATE

COMMITTEE ON LABOR & HUMAN RESOURCES

SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS & ALCOHOLISM

MADAME CHAIRMAN AND MEMBERS OF THE SUBCOMMITTEE, THANK YOU FOR GIVING ME AND THE MEMBERS OF THE ALLIANCE THE OPPORTUNITY TO SUBMIT THIS TESTIMONY FOR THE RECORD.

WE WOULD LIKE TO OFFER OUR HELP TO YOU AND THE CONGRESS IN WAGING A WINNING BATTLE AGAINST DRUGS. FIRST, WE WOULD LIKE TO TELL YOU ABOUT THE GOVERNOR'S ALLIANCE AGAINST DRUGS, WHICH WE STARTED IN DECEMBER OF 1984, AND WHICH HAS CAUGHT FIRE IN MASSACHUSETTS.

SECOND, WE SHALL OFFER SOME SUGGESTIONS ON HOW OUR EXPERIENCE CAN HELP SHAPE A NATIONAL PROGRAM THAT ENCOURAGES OUR YOUNGSTERS TO SAY NO TO DRUGS AND ALCOHOL. OUR PROPOSAL, TITLED A NATIONAL ALLIANCE AGAINST DRUGS, IS ALSO ATTACHED TO THIS STATEMENT.

LET ME BEGIN BY TELLING YOU HOW THE ALLIANCE WAS BORN.

HISTORY OF THE ALLIANCE

TWO YEARS AGO, MY SECRETARY OF PUBLIC SAFETY CHARLIE BARRY BROUGHT BOB STUTMAN, THE CHIEF OF THE NEW ENGLAND DRUG ENFORCEMENT ADMINISTRATION, INTO MY OFFICE. I WAS NOT PREPARED FOR WHAT HE WAS GOING TO TELL ME.

HAD HE SAID THAT ORGANIZED CRIME WAS BEHIND DRUG TRAFFICKING IN MASSACHUSETTS OR THAT A MAJOR DRUG RING WAS OPERATING IN ONE OF OUR MAJOR CITIES, I WOULD NOT HAVE BEEN SURPRISED. I KNEW THAT DRUG TRAFFICKING WAS A PROBLEM IN MY STATE AS IT IS IN MOST STATES.

BUT WHAT I WAS NOT PREPARED FOR WAS WHAT BOB STUTMAN HAD TO TELL ME. THE VICTIMS IN OUR STATE WHO WERE BUYING MILLIONS OF DOLLARS WORTH OF DRUGS WERE NOT, HE TOLD ME, SOME FACELESS ADDICTS LURKING IN THE SHADOWS OF OUR CENTRAL CITIES. THEY WERE OUR CHILDREN. DRUGS WERE AVAILABLE TO ALL OF THEM AND MANY OF THEM DIDN'T HAVE THE KNOWLEDGE OR THE ABILITY TO RESIST THE PRESSURE TO EXPERIMENT.

YOUNGSTERS WERE COMING TO SCHOOL HIGH. THEY WERE BUYING THEIR DRUGS IN OR NEAR THEIR SCHOOLS -- OFTEN FROM FELLOW STUDENTS. AND THEY WERE MISSING OUT ON THE VERY OPPORTUNITIES FOR LEARNING AND A BRIGHT FUTURE THAT THE SCHOOLS WERE THERE TO PROVIDE.

BOB STUTMAN TOLD ME SOMETHING ELSE. HE SAID THAT RECENTLY HE HAD MET A GIRL IN A LOCAL SUBURBAN HIGH SCHOOL AT ABOUT ONE IN THE AFTERNOON WHO WAS OBVIOUSLY HIGH ON DRUGS. AND WHEN HE ASKED HER WHY SHE WAS DOING DRUGS, SHE TOLD HIM, "NO ONE TOLD ME NOT TO." AND THEN HE ADDED, "GOVERNOR, THAT HIGH SCHOOL IS THE ONE IN YOUR TOWN."

I HAD TO WONDER WHETHER IT COULD BE QUITE THIS BAD. I ASKED OUR STATE DEPARTMENT OF PUBLIC HEALTH IN THE FALL OF 1984 TO CONDUCT WHAT I BELIEVE IS THE MOST COMPREHENSIVE SURVEY OF DRUG AND ALCOHOL ABUSE BY HIGH SCHOOL STUDENTS EVER DONE BY ANY STATE IN THE COUNTRY. IT INVOLVED OVER 5,000 STUDENTS IN 73 PUBLIC, PAROCHIAL AND PRIVATE HIGH SCHOOLS.

AND THIS IS WHAT IT TOLD US: OVER 90 PERCENT OF THE HIGH SCHOOL STUDENTS HAD USED ALCOHOL OR DRUGS AT LEAST ONCE; 60 PERCENT OF THEM HAD USED ILLEGAL DRUGS; 26 PERCENT OF THE SENIORS HAD USED COCAINE; 50 PERCENT OF THEM HAD STARTED USING DRUGS OR ALCOHOL IN JUNIOR HIGH SCHOOL, NOT HIGH SCHOOL, AND,

INCREDIBLE AS IT SEEMS, TWENTY-NINE PERCENT HAD BEGUN USING DRUGS OR ALCOHOL AT AGE TWELVE OR YOUNGER!

AFTER REVIEWING THE RESULTS OF OUR SURVEY, I DIDN'T NEED ANY MORE EVIDENCE. BUT WHERE TO BEGIN? THE NUMBERS WERE OVERWHELMING, AND WE HAD NO ROADMAP TO SPEAK OF. A STATEWIDE DRUG TASK FORCE OF OVER A HUNDRED TRAINED UNDERCOVER POLICE OFFICERS WAS HARD AT WORK ON THE ENFORCEMENT FRONT. BUT NOBODY IN MASSACHUSETTS, AND VERY FEW LEADERS IN OTHER STATES HAD UNDERTAKEN THE KIND OF TOTALLY COMMITTED, ALL OUT EFFORT ON THE DEMAND SIDE THAT THIS CHALLENGE WOULD REQUIRE.

NOT SURPRISINGLY, HOWEVER, IT WAS THE YOUNG PEOPLE OF MASSACHUSETTS WHO GAVE US THE INSPIRATION ON HOW TO BEGIN. BECAUSE, STARTING IN THE SPRING OF 1983, I HAD LAUNCHED A STATEWIDE CRACKDOWN ON DRUNK DRIVING AND HAD BEGUN TO GO INTO HIGH SCHOOL AFTER HIGH SCHOOL ACROSS MASSACHUSETTS TO ENCOURAGE OUR YOUNG PEOPLE TO TAKE THE PROBLEM OF DRINKING AND DRIVING SERIOUSLY. THEY HAD RESPONDED MAGNIFICENTLY -- AND DRUNK DRIVING AMONG TEENAGERS IN MASSACHUSETTS HAD DROPPED DRAMATICALLY.

MAYBE, JUST MAYBE, I THOUGHT, WE COULD NOW APPEAL TO OUR YOUNG PEOPLE AND THEIR PARENTS TO DEAL BOLDLY AND FORTHRIGHTLY WITH THE MORE PROFOUND AND FAR MORE DIFFICULT CHALLENGE OF DRUG AND ALCOHOL ABUSE ITSELF.

AND, SO IT WAS THAT ON DECEMBER 5TH, 1984, I ANNOUNCED THE RESULTS OF OUR SURVEY AND STOOD WITH EIGHTEEN SOMEWHAT APPREHENSIVE BUT VERY GUTSY SCHOOL SUPERINTENDENTS FROM ACROSS MASSACHUSETTS AND THEIR STUDENTS TO ANNOUNCE THE FORMATION OF OUR "ALLIANCE AGAINST DRUGS" AND TO INVITE OTHER COMMUNITIES TO JOIN US.

I WOULD LIKE TO TELL YOU JUST WHAT WE STARTED ON THAT DECEMBER MORNING AND WHAT HAS HAPPENED SINCE.

AS THE FIRST STEP IN THEIR OWN PART OF THE ALLIANCE AGAINST DRUGS, THOSE EIGHTEEN COMMUNITIES -- AND ALL THE CITIES AND TOWNS WHO HAVE BECOME PART OF THE ALLIANCE SINCE THEN -- WERE ASKED TO FOLLOW A SET OF GUIDELINES AND RECOMMENDATIONS DEVELOPED BY A WORKING GROUP OF SOME TWO DOZEN SUPERINTENDENTS, TEACHERS, PARENTS, STUDENTS, LAW ENFORCEMENT OFFICIALS AND HEALTH PROFESSIONALS.

THE FIRST STEP HAD TO BE THE CREATION OF A COMMUNITY ADVISORY GROUP MADE UP OF TEACHERS, STUDENTS, PARENTS AND COMMUNITY HEALTH PROFESSIONALS, POLICE OFFICERS, BUSINESSMEN AND WOMEN, THE CLERGY, AND THE POLITICAL LEADERSHIP OF THE COMMUNITY. THAT GROUP IS CHARGED WITH HELPING THE SUPERINTENDENT OF SCHOOLS ACCOMPLISH FOUR FUNDAMENTAL GOALS:

FIRST, TO MAKE DRUG AND ALCOHOL EDUCATION, COUPLED WITH TEACHER TRAINING, A PART OF THE SCHOOL CURRICULUM BEGINNING AS EARLY AS KINDERGARTEN AND CONTINUING THROUGH HIGH SCHOOL.

SECOND, TO ENSURE THAT PARENTS AND CHILDREN ARE BROUGHT FACE TO FACE WITH THE REALITY OF THE DRUG THREAT WHILE CHILDREN ARE YOUNG ENOUGH TO BE STEERED, WITH THEIR PARENTS' GUIDANCE, IN THE RIGHT DIRECTION.

THIRD, TO DRAFT OR REDRAFT THE SCHOOLS' DISCIPLINE CODES SO THAT THEY DEAL SPECIFICALLY WITH CASES OF DRUG AND ALCOHOL ABUSE AND THE POSSESSION AND SALE OF DRUGS IN AND AROUND SCHOOL. I CAN'T EMPHASIZE THIS POINT TOO STRONGLY. IF THE WORD DOES NOT GO OUT, LOUD AND CLEAR, THAT A COMMUNITY WILL NOT TOLERATE THE SALE OR USE OF DRUGS AND ALCOHOL IN OR NEAR ITS SCHOOLS, THEN WE MIGHT AS WELL FOLD OUR TENT AND GO HOME.

FOURTH, WE HAVE ENCOURAGED AND HELPED EACH COMMUNITY TO DEVELOP AND SIGN A WRITTEN MEMORANDUM OF UNDERSTANDING BETWEEN THE SCHOOL SUPERINTENDENT AND THE LOCAL POLICE CHIEF OUTLINING THE PROCEDURES EACH WILL FOLLOW FOR DEALING WITH STUDENTS CAUGHT USING OR SELLING DRUGS AND SETTING OUT A PROCESS FOR SCHOOL-POLICE COOPERATION ON THESE MATTERS. BUILDING A RELATIONSHIP OF TRUST AND MUTUAL RESPECT BETWEEN OUR LOCAL POLICE AND SCHOOL OFFICIALS IS A VITAL PART OF WHAT OUR ALLIANCE STANDS FOR.

FINALLY, SUPERINTENDENTS, WITH THE HELP OF THEIR ADVISORY GROUPS, ARE ASKED TO IDENTIFY LOCAL COMMUNITY TREATMENT PROGRAMS TO WHICH YOUNGSTERS WITH SERIOUS DRUG AND ALCOHOL PROBLEMS CAN BE REFERRED. TEACHERS AND PARENTS MUST BE ABLE TO SPOT YOUNG PEOPLE WITH DRUG AND ALCOHOL PROBLEMS EARLY AND GET THEM THE HELP THEY NEED.

SINCE THAT FIRST DAY, I'VE MADE DOZENS OF SCHOOL VISITS ACROSS THE STATE ON THE ISSUE OF DRUG AND ALCOHOL ABUSE. AFTER SPEAKING TO THE ENTIRE STUDENT BODY, I HAVE MET PRIVATELY WITH ABOUT 35 YOUNG PEOPLE -- A CROSS-SECTION OF STUDENTS -- TO TALK, AND MOSTLY TO LISTEN. THESE ARE SOME OF THE BEST HOURS I HAVE SPENT AS GOVERNOR.

THESE YOUNGSTERS HAVE ABSOLUTELY CONFIRMED THE RESULTS OF OUR SURVEY. THEY HAVE TOLD ME THAT AS SOON AS THEY GOT INTO JUNIOR HIGH SCHOOL, THEY WERE FACED WITH DRUGS AND ALCOHOL AND WITH THE HEAVY PRESSURE TO EXPERIMENT. THEY SAID, "TELL OUR YOUNGER BROTHERS AND SISTERS WHY THEY SHOULD SAY NO TO DRUGS. GIVE THEM THE INFORMATION THEY NEED TO STAND UP TO THEIR FRIENDS WHEN THEY GET INTO JUNIOR HIGH SCHOOL. TURN THAT NEGATIVE PEER PRESSURE THEY ARE BOUND TO GET INTO AN ATTITUDE THAT SAYS THE COOL THING TO DO IS NOT TO DO DRUGS."

WE HAVE TAKEN THEIR ADVICE. THE ALLIANCE INSISTS THAT CURRICULUM BEGIN IN ELEMENTARY SCHOOL AND MANY OF OUR SPECIAL PROGRAMS ARE GEARED TO ELEMENTARY SCHOOL CHILDREN AND THEIR PARENTS -- ESPECIALLY AT AN AGE WHEN YOUNGSTERS AND THEIR PARENTS ARE MORE LIKELY TO BE OPEN AND TRUSTING WITH EACH OTHER.

SINCE THAT DECEMBER DAY EIGHTEEN MONTHS AGO THE ALLIANCE AGAINST DRUGS HAS GROWN, AND GROWN DRAMATICALLY. MORE THAN 200 COMMUNITIES ARE NOW MEMBERS OF THE ALLIANCE. WITH THE HELP OF THE MEDIA, BUSINESSES, CONCERNED EDUCATORS, PARENTS, HEALTH AND PUBLIC SAFETY PROFESSIONALS, WE IN MASSACHUSETTS HAVE BEEN ABLE TO DEAL OPENLY AND HONESTLY WITH WHAT MAY VERY WELL BE OUR MOST IMPORTANT CHALLENGE. AND NOW WE ARE WELL ON THE ROAD TO DEVELOPING A LONG-TERM COMMITMENT THAT WE BELIEVE CAN MAKE A REAL DIFFERENCE.

HERE ARE SOME OF THE THINGS WE HAVE LEARNED:

FIRST, THERE MUST BE A LONG TERM COMMITMENT TO THIS EFFORT. IF ALL WE'RE TALKING ABOUT IS A SIX MONTH P.R. CAMPAIGN, FORGET IT. IN MASSACHUSETTS WE'RE PLANNING A FIVE-YEAR PROGRAM AND WE'LL BE MONITORING OUR PROGRESS CAREFULLY OVER THE NEXT FIVE YEARS -- AND BEYOND AS WELL.

SECONDLY, WE MUST HARNESS ALL OF THE PUBLIC RESOURCES AT OUR DISPOSAL. WE CAN'T GET LOCAL COMMUNITY GROUPS TO WORK TOGETHER IF OUR OWN AGENCIES -- PUBLIC HEALTH DEPARTMENTS, SCHOOLS, LAW ENFORCEMENT AGENCIES -- ARE WORKING ON THIS PROBLEM IN A VACUUM -- EACH GOING ITS OWN WAY, DOING ITS OWN THING WITHOUT LEADERSHIP AND COORDINATION AT THE TOP.

IN MASSACHUSETTS IT TOOK US A WHILE, BUT WE'VE LEARNED THE VALUE OF A COORDINATED APPROACH. OUR DEPARTMENT OF EDUCATION USES ITS RESOURCES TO ENCOURAGE ALLIANCE COMMUNITIES TO PLAN CURRICULA AND TO TRAIN THEIR TEACHERS. WORKING RIGHT ALONGSIDE

THEM IS THE STATE DEPARTMENT OF PUBLIC HEALTH, WHICH HAS A UNIQUE SYSTEM OF EIGHT REGIONAL PRIMARY PREVENTION CENTERS WHICH PROVIDE TEACHER AND PARENT TRAINING AND HELP SCHOOLS WITH PROGRAM DEVELOPMENT AND PEER EDUCATION PROGRAMS. AND THE STATE'S PRINCIPAL LAW ENFORCEMENT AGENCY -- THE EXECUTIVE OFFICE OF PUBLIC SAFETY -- NOW BRINGS TOGETHER POLICE AND EDUCATIONAL AND PUBLIC HEALTH PROFESSIONALS FOR TRAINING PROGRAMS, AND IT WORKS WITH SCHOOL SUPERINTENDENTS AND LOCAL POLICE CHIEFS TO MAKE THE MEMORANDUM OF UNDERSTANDING BETWEEN THE SCHOOLS AND THE POLICE WORK AND WORK EFFECTIVELY.

WE HAVE ALSO LEARNED THAT GOVERNMENT ALONE IS NOT GOING TO SOLVE THIS PPOBLEM. DRUG ABUSE AFFECTS ALL PARTS OF OUR SOCIETY, AND THE SOLUTION CAN ONLY COME THROUGH AN EFFORT IN WHICH ALL OF SOCIETY'S INSTITUTIONS ARE INVOLVED. NOWHERE IS THIS MORE EVIDENT THAN IN OUR WORK WITH THE MEDIA. SHORTLY AFTER THE ALLIANCE WAS FORMED, WBZ TELEVISION, OUR NBC AFFILIATE IN BOSTON, AGREED TO PLAY A KEY ROLE IN THE ALLIANCE. WE CALL IT "DRUGBUSTERS," AN EFFORT DESIGNED SPECIFICALLY TO OPEN UP LINES OF COMMUNICATION BETWEEN ELEMENTARY SCHOOL CHILDREN AND THEIR PARENTS ON THE TOPIC OF DRUG AND ALCOHOL ABUSE.

WBZ IS NOT ALONE AMONG MASSACHUSETTS MEDIA OUTLETS IN IT COMMITMENT TO THIS ISSUE. EARLIER THIS SUMMER THE BOSTON HERALD, WITH THE LEADERSHIP AND SUPPORT OF ITS PUBLISHER, PAT PURCELL, JOINED THE ALLIANCE WITH ITS "SAY NO TO DRUGS CAMPAIGN." AND WE ARE ALREADY HARD AT WORK TO HELP THEM LAUNCH A MAJOR PUBLIC INFORMATION EFFORT THIS FALL AS SCHOOL OPENS.

THE BUSINESS COMMUNITY HAS GIVEN MUCH OF THE FINANCIAL SUPPORT NECESSARY TO TAKE ON THE PROBLEM. TO ACCOMPLISH THIS WE HAVE ESTABLISHED THE ALLIANCE FUND -- A FUND FOR TAX DEDUCTIBLE CONTRIBUTIONS FROM BUSINESSES TO FINANCE INDIVIDUAL TEACHER TRAINING AND EDUCATIONAL MATERIAL FOR OUR CLASSROOMS.

NEW ENGLAND'S LARGEST FINANCIAL INSTITUTION -- THE BANK OF BOSTON -- WAS THE FIRST TO JOIN. THIS PRIVATE SUPPORT MAKES IT CLEAR THAT WE HAVE A REAL ALLIANCE. ALL OF US HAVE A STAKE IN THIS FIGHT -- AND IN MASSACHUSETTS THAT INCLUDES THE BUSINESS COMMUNITY.

FINALLY, WE ARE FORTUNATE THAT THE ALLIANCE ENJOYS THE SUPPORT OF NOT ONLY OUR MEDIA AND BUSINESS COMMUNITIES BUT OF SOME OF OUR BEST ATHLETES AND SPORTS ORGANIZATIONS AS WELL. FOR EXAMPLE, WHEN FORMER CELTICS STAR M.L. CARR TAKES HIS MESSAGE ABOUT STANDING TALL AGAINST DRUGS TO ELEMENTARY AND HIGH SCHOOLS ACROSS THE STATE, KIDS TUNE IN.

RECENTLY, THE DRUG ENFORCEMENT ADMINISTRATION HAS BEEN LOOKING AT OUR ALLIANCE AS A MODEL THAT OTHER STATES CAN LEARN FROM IN THEIR EFFORTS TO STEM THE DEMAND FOR ILLEGAL DRUGS. THE DEA? SOME MIGHT ASK WHY A LAW ENFORCEMENT AGENCY LIKE THE DEA WANTS TO JOIN WITH EDUCATORS AND HEALTH PROFESSIONALS BY GETTING INVOLVED ON THE "DEMAND SIDE" OF DRUGS. THE FACT IS THAT IT MAKES ALL KINDS OF SENSE FOR THE DEA TO BE INVOLVED. BECAUSE IT IS LAW ENFORCEMENT OFFICERS PARTICULARLY WHO SEE THIS PROBLEM FIRST HAND. AND IT WAS LAW ENFORCEMENT OFFICIALS IN MASSACHUSETTS WHO GAVE REAL IMPETUS TO OUR DRUG PREVENTION EFFORT.

MASSACHUSETTS IS NOT THE ONLY STATE IN THE COUNTRY THAT HAS MADE A COMMITMENT. AND WE CAN, I AM SURE, LEARN MUCH FROM THE WORK AND EXPERIENCE OF OTHER STATES AND OTHER COMMUNITIES.

MOREOVER, THIS IS NOT A PARTISAN ISSUE IN ANY WAY, SHAPE OR FORM. THERE IS NO DEMOCRATIC OR REPUBLICAN WAY TO FIGHT DRUG AND ALCOHOL ABUSE IN THIS COUNTRY. THERE IS ONLY ONE WAY -- THE AMERICAN WAY -- TOGETHER.

Our Proposal

The fundamental lessons from our Alliance experience, and the experience of drug law enforcement all across the country, are these:

First, the battle against drugs will be won only when demand is brought down;

Second, when it comes to reducing demand -- which requires prevention, education, and treatment -- the states have a uniquely effective role to play;

Third, the Congress has every right to transform that role into state responsibility, with the expectation that all 50 states -- and the leadership within each of those states -- will respond.

The states cannot interdict, nor can they take the international initiative to check drugs in their source countries. But they can and should use every bit of their primary local role for to teach every young citizen to say no to drugs. And the Congress should take whatever steps are necessary and proper to see that the states respond. If Congress can demand that the states act to clean up the air and the water, with federal monitoring to ensure the job is done, it can direct the states to cleanse our schools and schoolchildren of drugs and alcohol.

In our view the Congress can place responsibility upon the states responsibility through legislation that contains essentially three parts:

A. Basic State Effort

First, every state ought to be required to meet a set of guidelines that reflect a sincere and well thought out attack on drug demand. At a minimum, our experience with the Alliance teaches us, these guidelines must include the following parts:

-- the commitment of the state's top political leadership, since there is no substitute, in money or manpower, for the force of the Governor's support when communities are coming to grips with their young people's drug problems;

-- creation of community drug advisory groups to help the schools attack the problem, with broad membership including local political leaders;

-- local police-school cooperation, similar to our memorandum of understanding, that spell out how both will handle cases of drug possession and drug distribution in school, to show that police and school officials are working toward a relationship of trust and cooperation;

-- a plan for statewide use of serious drug education curricula beginning in kindergarten and continuing through high school;

-- widespread teacher training in use of drug curriculum and handling of drug problems; and finally

-- a network of treatment facilities to work hand in hand with prevention efforts.

States, of course, should be free to go beyond these guidelines, but the measures we recommend should constitute the floor -- the basic effort -- that every state is directed to expend.

B. Monitoring and Supporting the State Effort -- A Role for DEA

As in the other areas where states are directed to meet their own local responsibilities, the federal government ought to utilize both the carrot and the stick. Federal monitoring is essential. We foresee submission of state plans, to permit federal review and assistance. The Drug Enforcement Administration is one federal agency that may be particularly qualified for this function, since it has been a leader at the federal level in calling for demand reduction efforts, and it possesses a network or regional offices readily available for the monitoring task.

Federal monitoring alone is not enough. There are areas of support which can be substantial, can encourage states to embrace their unique role, and yet by their nature need not involve the federal government in open-ended long-term financing of local functions. I am referring to the basic infrastructure of prevention education -- investment in drug education curriculum, teacher training, and possible treatment as well. These are short-term, largely non-recurring costs, but all the same essential to the states' success. Such support reflects a federal-state partnership, just as in Massachusetts business investment in curricula have molded a partnership between government and the private sector.

C. Drug Forfeiture Monies -- The Vehicle for Federal Support of States

I can think of no better use for the proceeds of drug crime than to support state efforts to reduce drug demand among young people. Currently, these forfeiture monies -- the fruits of successful DEA enforcement -- amount to hundreds of millions

OF DOLLARS. SOME NOW FLOWS TO LAW ENFORCEMENT AGENCIES, BUT MUCH DOES NOT. IT IS OUR ESTIMATE THAT THIS REMAINDER COULD GO A LONG WAY OVER THE NEXT FEW YEARS IN PROVIDING THE CURRICULUM AND TEACHER TRAINING FOR EVERY SCHOOL SYSTEM IN THE COUNTRY. I URGE THIS COMMITTEE TO CONSIDER CHANNELING THESE EXCESS FORFEITURE FUNDS TO THIS IMPORTANT USE.

D. CONCLUSION

IN CLOSING, I WANT TO MAKE CLEAR OUR COMMITMENT TO HELP YOU IN EVERY POSSIBLE WAY TO TURN OUT THE BEST, MOST EFFECTIVE LEGISLATIVE PROGRAM TO COMBAT THE DEMAND FOR DRUGS AND ALCOHOL. LET US WORK TOGETHER IN THE COMING DAYS AND WEEKS. I AM CONFIDENT WE CAN MAKE A REAL AND LASTING IMPACT.

THANK YOU.

Senator HAWKINS. This is the subcommittee, and we welcome you here as one of the warriors.

Senator D'Amato has long been here with solutions to these problems. I welcome you here today and thank you for your patience.

STATEMENT OF HON. ALFONSE D'AMATO, A U.S. SENATOR FROM THE STATE OF NEW YORK

Senator D'AMATO. Madam Chairman, first let me commend you as being truly one of the Nation's leaders in our so-called drug war, in the fight against the drug epidemic. The only war to date, however, is the war that is being waged against our children and families and Nation. We have not engaged in mobilizing our resources. And you, along with my colleague Senator Dennis DeConcini, have taken on great odds in attempting to galvanize public opinion and, yes, even this administration to wake up to the consequences of what is taking place.

I want to add my testimony to your efforts in this area and to my colleague Senator DeConcini because they are second to none. We all are deeply appreciative, and I commend both of you for focusing attention in this area.

Education is probably the single most important area that we can focus in on. And I say that having been a sponsor, a major author, or a cosponsor with Senator DeConcini and Senator Chiles and yourself and others of law enforcement activities, activities utilizing the Coast Guard and the military fighting to get them involved in drug interdiction. That certainly has to be the key, increasing our efforts at Customs and INS and criminal prosecutions.

But the fact of the matter is that we have an ineffective, totally ineffective, education program in this country. The fact of the matter is that we cannot establish one, two, or three model programs that can be used as the catalyst throughout this country in the early grades.

Senator Kerry indicated the shocking statistics of use of drugs in the State of Massachusetts. I have to say, Senator, that those statistics are just about level with what we find regarding the young people in New York. The only thing that is going down as we talk about drug addictions, use, et cetera, is the age of the user. The average age of the user today who starts and who becomes a drug abuser is 12 years of age.

So when we talk about education and education programs on drugs, I hear school people say we do not have the resources. Let me tell you that tens of billions of dollars are being spent on educating America. But, there is no sense having an education program that teaches people mathematics, how to read, write, and social studies if you do not begin to at the very earliest grades to teach them the constructive alternatives to drug use and let them know clearly that drug and alcohol use are not the in thing.

It seems to me, moreover, that we need a program not only for our young people, but also for the educators and for the athletic coaches instructing them. When the coaches allow ball players after the game to go out and party, they do, certainly with drugs and alcohol—and alcohol to say the very least—what are they

saying to America's youth? They are saying that after the game is won the sport star who sets the example and people look up to, after he wins the game and after he carries those balls across the line, on Saturday night can go out and party. This is being said not only to him but also to all the other players who emulate the sport star, who look up to him, and to all the hundreds of thousands of kids that know this is the big guy on campus.

And we do it, we start in high school, and it carries right on through to adulthood. When we talk about education, we have a long way to go to reach kids and the families and the teachers. And it has to be a total program.

When we talk about education in the schools, in the classrooms, I think it is incredible that we have failed to identify the kind of program or programs that we operate of which we can be proud. We have no statistically significant research proving what programs work to reduce substance abuse. Where is the guidance for local school district's identified in model programs? And that is where we should be at.

I encourage this committee to look carefully at this issue. Because the worst thing we could do in the current climate is to politicize this problem in a bidding war between the House and Senate, between Republicans and Democrats. I would hope that we could come together on this issue, because unless we are careful, we run the risk of funding the wrong programs, as Senator Hawkins has indicated, and negating the best programs.

Let me say the State of New York, Commissioner Ben Ward, city of New York, has a very special program that the law enforcement officers are running in that city. That is the one bright spot in the entire educational complex in New York where all the billions are being spent and that is Commissioner Ward's program. I know they are going to be here to testify. I commend their program to your attention.

One test of our commitment will be the extent to which we are going to appropriate the $300 million available over the next 3 years for drug prevention, education, and rehabilitation. The fact of the matter is the budget resolution that the Senate adopted May 1 by a vote of 82 to 12 provided $300 million for this purpose. Will we as a Senate and as appropriator see to it that these dollars are indeed earmarked for drug education and rehabilitation?

I think these funds can enable us to undertake some of the initiatives that have not been undertaken to date.

I have here a letter, which I have introduced, Madam Chairman, for the record, that I received from the administrator of the Alcohol, Drug Abuse and Mental Health Administration outlining a comprehensive program that shows what an additional $100 million a year could provide in terms of drug education and rehabilitation. I would submit that for the record in its entirety with your approval.

Senator HAWKINS. So ordered.

Senator D'AMATO. Last year in the Comprehensive Crime Control Act we provided the Department of Justice forfeiture funds. And Senator Kerry has referred to his legislation. And let me say I am pleased to cosponsor your legislation.

We talked about saying let us come together to see to it that we put together the best package to meet the most important challenge facing this Nation. I introduced legislation last year which a number of Senators cosponsored, including Senator Hawkins, and I believe Senator DeConcini, which does exactly that. It would enable us to seize the assets of convicted drug felons and use them for drug education.

One-third of those assets are for law enforcement, not to send those moneys back to the treasurer, but for law enforcement. Because when the DEA does not have enough money to make buys, that is absolutely—that is absolutely—criminal. That is wrong. When we do not have prosecutors to prosecute the drug dealers, that is incredible.

Those dollars then should be used in the battle against drugs if we are going to fight, instead of just talk about, a drug war. One-third of those dollars should go toward model programs, State and local. One-third of those dollars to rehabilitation. Because if you do reach those youngsters who need help, what a tragedy to say you have to wait 6 months to get into a program to begin to break their dependency on drugs.

If the formulas have to be changed, if they meet with your approval or do not, it does not bother me. But let us see to it that we really use the resources that this Nation has to fight that war. Drug education and treatment and saying "no" to drugs are important.

I want to close with one thought. It seems to me that the television—I don't know if you want to call it the idiot box or not—has addicted so many of our youngsters, it has taken away their desire to learn to read or write. At the same time, however, it has enabled our young people to travel to every incredible place in America and throughout the world. The television, because it reaches into nearly every home in America, can be made a useful tool in the war against drugs.

I have discussed this with Senator DeConcini, and there are some problems. But I would hope that we in the Congress of the United States would say we are going to use the Nation's airwaves in this battle, we are going to reach into the homes effectively, not simply with public service messages that are out at 3 or 4 o'clock in the morning, when any kids that see them at 3 or 4 o'clock in the morning, as the Senator and I discussed, are probably stoned. Let the messages we send be carried into the hearts of our children and into the families, clear, distinct messages about the dangers of drug abuse, about where to get help, about what can and should be done, positive messages.

It seems to me that that is more important than learning about what political candidate gets on and equal time, et cetera. I would hope that we could fashion a policy that would use the resources of this Nation in this most incredible battle that we have not yet begun and mobilized to fight. We must see to it that the correct messages are brought across those nations airwaves.

I think that is one of the areas that we should certainly undertake if we are going to have a comprehensive battle against drug abuse and for drug education.

I commend this committee and stand ready to aid you, Senator Hawkins, members of the committee, and my colleagues in the Congress, because I do think we have a rare window of opportunity.

One thing that took place with the death of Len Bias and the crack epidemic, it was maybe an awakening of America to this tragedy. Because there are tens of thousands, hundreds of thousands, of young people who do not get the notice. Who are becoming victimized, have become addicts, nameless, faceless victims. They are our children. And that is what this battle is about.

I commend you for the hearing. I hope we can identify the best types of programs that can and should be used.

Senator HAWKINS. Absolutely, Senator.

And on that line I personally saw this morning at a prominent time, prime time this morning, a coach of a very prominent professional football team surrounded by children holding a kid in his arms saying, the Nation's future is the children. All the kids looked wonderful, et cetera. And we have to do those things that make the children strong.

But he cannot get his own players to sign a drug testing agreement. The owners cannot come to any agreement. And yet the kids that were watching that do not know who the coach is, I doubt it. We do—if I know, anybody knows, by the way, if I know who the coach is. But the players, yes, those kids know who those players are. They watch baseball, they watch football, all these things.

And yet we have prime time in the morning right in the middle of one of the highest rated shows in the mornings saying our future is going to be the youth of the world, let us protect our children. And he cannot protect his own team and those valuable assets right there. There is a conflict.

Senator D'AMATO. Senator, if you do not mind, I would like to make an observation—and I certainly apologize to my colleague, Senator DeConcini.

Senator DECONCINI. No problem.

Senator D'AMATO. It seems to me what we have today is a situation where student athletes are not challenged enough academically. I am not accusing all of the coaches, because that would not be fair. There have been some coaches in our elementary schools, junior high and high schools who have begun to set some standards. If we have a youngster who has a peculiar talent or gift as an athlete, why not use that to challenge him to be an excellent student? He has got to pass his courses in order to play, instead of what is happening today; we bend the rules for extraordinarily gifted athlete. Such an athlete becomes the exception in terms of academics, not having to cut the mustard and pass the courses. And this is what take place today.

It seems to me that we have an unusual opportunity to challenge those people who are extraordinarily gifted athletes to say if you want to play, participate, you have got to pass your courses and you have got to be drug and alcohol free. And if you are not during the season, you are out, even if you are the best player on the team.

If we begin as a nation to do that in the high schools and colleges, we are going to have the real role models in professional

football and other sports. What do we expect if we allow these kids to break the rules in junior high school, high school, and in college? And then we expect suddenly when these kids are making roughly $400,000 annually at 22 or 23 years of age, after they have been bailed out of situation after situation because of their extraordinary potential as athletes, then they are going to be the role model, they are going to do things the right way and not succumb to drug or alcohol use? We are kidding ourselves.

Ourselves, the educators, those who should be setting those standards. Yes, the coaches of America have got to say we are going to win, but we are going to win only if you meet those standards. You have got to be students first and athletes who set the standards and example.

I tell you that if we look for these great sports stars to be the role models and all through their development period we have allowed them to break the rules, it is going to be very unusual person who we find at the end of this process who stands up for what is right and against drugs. There are those who come through the system and contribute to society and are not abusers. But we make it difficult.

Senator HAWKINS. Thank you.

Senator DeConcini is a hero in this battle. We have worked together on many, many occasions back in 1981 against great odds in getting the military to become involved in this war on drugs. We appreciated your support in linking foreign aid to drug eradication in the country of origin. You are really getting to the root of the problem, seeing great results in reducing the world's supply of cocaine.

You were in on the omnibus crime bill which allowed us to use forfeiture on seizure of assets. We are making some progress, inching along on those.

But I agree with you and I am so happy that you are here today and spending–as much of your precious time in helping us now focus on education material that will give a message that we are not going to have drugs in our society because, as I stated about the "Chocolate To Morphine" book, the opening statement says, "drugs are here to stay." Now, if that is the opening statement in a drug education book, we have got a lot of work to do.

I commend you for your work in education and giving us more money for education and asking that you continue to stay as a valuable partner and ally. I cannot tell you how much I value both of you.

In now looking at materials that are available and if we have to have a stamp, good housekeeping seal of approval, like we used to do for mops and glop, and whatever it is that the housewives needed, by God we need it in the education programs. I am just really excited that you stayed here today and am very thankful that you are just a valued ally.

STATEMENT OF HON. DENNIS DeCONCINI, A U.S. SENATOR FROM THE STATE OF ARIZONA

Senator DECONCINI. Madam Chairman, thank you very much. And let me just reiterate what my good friend from New York said

and good friend from Massachusetts about your leadership, not only in the area of education but, as you mentioned, foreign sources. It was your legislation that had to take on even the popular administration to do something about the source. And it demonstrates that we put that above politics and party affiliation.

And I think all of us here, there is a real coalition in this Senate, I believe, to work on this in a bipartisan basis. And I complement you for holding these hearings today to try to focus in on some particular areas.

This committee, subcommittee, and the ultimate committee that you sit on here, has an opportunity to try to focus in on programs that might work. Senator Kerry pointed out legislation he is introducing today.

Senator, I wish you would put me on a cosponsor. I have not had a chance to read your legislation, but the contents and the drive is good. I am a proponent of 1583, which divides it into three areas and it is a very good piece of legislation. I just wish I thought of it.

But it does not make any difference who thought of it. The real point is we try to pass something that can do something with these, whether it is the Kerry bill, Kemp bill. I see that Congressman Barnes is introducing one in the House that I thought was excellent, at least what I read about it.

Madam Chairman, I have to go to the floor for a standing order in the first amendment on the DOD authorization bill, so I ask unanimous consent that my full statement, which is quite lengthy, be inserted in the record and I will not go into it except to say that——

Senator HAWKINS. Sure.

Senator DECONCINI [continuing]. Part of this statement deals with a survey conducted by Rodney Skager, associate dean of UCLA Graduate School of Education. And he goes into the great details of some significant interest about the availability and the actual use in the family of drugs and how many young children between K and 12 grades are exposed to this by their families, by their brothers and siblings. And it is an interesting proposition that has been put forward.

And that is why I am here today, not only to complement you and urge continued bipartisan support in this area and urge you to focus in on specifics, but Attorney General Van de Kamp of California commissioned this survey to be done similar to the one in Massachusetts. And it is just as startling or more about the exposure that young people have even in kindergarten. They are not about to snort anything or smoke, but they see it there. They grow up with it.

And as you have indicated, and Senator D'Amato did, we cannot any longer tolerate the theory that it is here, it is part of our life, and if you decide to do it, if you want to be a good student, lay off it 2 days before your test, leaving the assumption and the presumption that when everything is OK and you are on a holiday or weekend bash, go to it. Just shape up when you have got to produce yourself.

That kind of attitude, that has got to change. And the legislation that I have here before you, S. 1820, is really patterned after a program that was started in the Phoenix Union High School district

by Cheryl Watkins and a very innovative school board that was prepared to set aside a very small amount of money to move this program out of the high schools. They have some education programs in Phoenix, they are not bad. They are not absolutely totally innovative, but certainly they are trying to move down into the elementary schools.

And Ms. Watkins has successfully put together a program that I commend to this committee. And it is laid out in my statement. And S. 1820, the Student Chemical Substance Abuse Prevention Act of 1985 is an attempt to reach the children in our public schools in grades K through 12. It is an effort to deal with the students, the family, and the cultural aspects that we find and tends to encourage drug use in young people.

We have got to acknowledge that drugs have become deeply rooted in our way of life and that we cannot prevent elicit drug use unless we change social attitudes toward drug abuse. We know that approximately one out of three families is directly attached and affected by alcohol or drugs use and abuse.

So, Madam Chairman, with this legislation I offer for the committee's attention. It is a small pebble perhaps, but I would ask that you focus on it. It's not anything mamouth. Even in days of budget cutting, Gramm-Rudman, it provides the States and local education agencies for the development and expansion of demonstration chemical substance abuse prevention programs in the public elementary and secondary schools.

It has $5 million price tags for each year of the next 4 years. The funds are authorized to be granted by the U.S. Secretary of Education to the States after they have submitted programs on a matching basis indicating that the States are committed to it. The demonstration projects funded may include training programs, intervention prevention, cause and prevention programs, development and dissemination of information and material. Equitable distribution will be done by the States and by the Secretary in a survey as to where these funds are distributed based on the application.

Each State and local education agency which receives a grant under this act must submit an annual report to the Secretary detailing where the money was spent.

Now, Madam Chairman, we are talking about a big problem, $300 million as the Senator said, though that is not peanuts, it is minimal compared to what we spend on defense and even law enforcement.

I have to go to the floor, Madam Chairman, for an opportunity today to pass an amendment—and Senator D'Amato is the cosponsor—to use some defense funds to add some defense funds and use some defense assets to fight the drugs by transferring them to Customs, airplanes, air staff, what have you. I think that amendment may pass.

Similarly yesterday an amendment was passed on the floor offered by the Senator from Alaska and Senator from New York, $300 million for the Coast Guard. And I was a cosponsor and I believe the Senator from Florida, with an excellent amendment and something that has to be done.

Here we are today really at the incubator, and you have got an opportunity that I wish you well at. And I do not say it is going to

be easy to try to find out how to spend some of this $300 million and try to zero in on a program that might bring about an awareness at very young ages.

And I commend your attention to this legislation that you have before you today as one of those pillars, one of those blocks, that might be part of a program to what you say, teaching student to say no to drugs.

I have nothing further, Madam Chairman. Thank you.

[The prepared statement of Senator DeConcini follows:]

TESTIMONY BY SENATOR DENNIS DECONCINI

BEFORE THE SENATE SUBCOMMITTEE ON CHILDREN, FAMILY,

DRUGS, AND ALCOHOLISM

ON

THE IMPACT OF DRUG EDUCATION

August 7, 1986

Madam Chairman and members of the Committee. Thank you very much for giving me the opportunity to testify today on a topic of great personal concern and national interest....the need for drug abuse prevention programs in our public schools. Senator Hawkins you, more than many others, certainly share my special interest of the drug problem in this country. You are to be congratulated for your continued leadership against illicit drugs which affect millions of American children and their families today. I wish to thank you also for finding the time to schedule a hearing on The Impact of Drug Education.

Alcohol and killer drugs have saturated this country and their widespread use is on the increase, leaving ugly mental, emotional and economic scars on our young people and their families. Unfortunately, young American high school students are now more involved with illicit drugs than any other developed nation in the world.

This information alone should be enough to energize every person in this room to want to organize and direct a drug abuse prevention program from his or her home.

I am extremely concerned about reports that show that by the time our students graduate from high school, about two-thirds of them will have used illegal drugs. In fact, according to a study by the National Institute on Drug Abuse, approximately 80 percent of all Americans will try an illicit drug by the time they reach their middle 20s.

Just a few months ago, a statewide survey conducted in California revealed that more than half of the high school juniors in that state had experimented with drugs and 85 percent had tried alcohol, with the highest use among white students and those in the rural areas of the state. The survey involved over 7,000 students in the seventh, ninth and eleventh grades and was conducted by Rodney Skager, Associate Dean of the UCLA Graduate School of Education.

His survey also found that among the ninth-graders, over 35 percent of the students said they had tried drugs, over 77 percent had tried alcohol and nearly 48 percent had become intoxicated. In the eleventh-grader category, over 51 percent had tried drugs, over 85 percent had tried alcohol at least once, and over 65 percent had gotten drunk. Also, according to Mr. Skager's survey, over 10 percent of the seventh graders reported using illegal drugs at least once and nearly 58 percent said they had tried alcohol. Additionally, according to the survey, one in

every 13 students in the eleventh-grade group smoked marijuana every day. Marijuana was, by far, the most commonly used drug, followed by cocaine, amphetamines and inhalants such as glue.

This survey was commissioned by Attorney General John Van de Kamp and is the first of its kind in California. At his press conference, Mr. Van de Kamp stated,....."It is a sad and sobering reality that trying drugs is no longer the exception among high school students, it is the norm".

As a result of this important survey, Mr. Van de Kamp strongly advocates that drug abuse educational prevention programs begin as early as kindergarten. My bill, S. 1820, THE STUDENT CHEMICAL SUBSTANCE ABUSE PREVENTION ACT, does just that. The legislation is specifically designed to provide funding for the development and expansion of drug prevention programs in the elementary and secondary schools in the U. S.

To further substantiate the need for drug abuse prevention programs, I would like to cite a memo sent to me last week by Ms. Cheryl Watkins of the Phoenix Union High School District in Arizona. It reads, and I quote: "As coordinator of the Chemical Awareness Program for the third largest high school system in the nation, I have seen one-third to one-fourth of our students living in a chemically dependent-abusive home and these children have a 50 percent chance of becoming chemically dependent. One-fourth of our students are in trouble with their own drug use and over one-third of the students indicated they had attended school under the influence of a drug at least once". She further states: ..."Students cannot be receptive to education and

life's opportunities if they are under the influence of a drug or are in such emotional pain that their minds are not available for learning".

Ms. Watkins went on to speak of the hope which lies in reaching the children, their parents and the community through the development of comprehensive chemical abuse programs in all schools, grades K through 12, and she added,....."There are successful national model chemical abuse programs, K through 12, that are working!" I have a great deal of respect for Ms. Watkins since she speaks from her hands on experience with a successful program which addresses the drug abuse problem in the Phoenix Union High School District and in the State of Arizona. My bill, S. 1820, offers vital governmental support to school systems in addressing this epidemic problem on a national level.

Madam Chairman, I could go on and on about reports, surveys and the data collected on the drug abuse problem. Instead, I would like to focus your attention on the emphasis of my bill: that of education and prevention. We all know by now that interdiction is not the only answer to the drug abuse problem, and for this reason, I strongly feel we must direct our energies and efforts toward more effective prevention programs in our schools in the lower grades.

Also, I firmly believe, as stated by several experts on the subject, that effective prevention practices must address the factors which make drugs attractive to our young people. Prevention efforts appear to fall into two main areas--- <u>supply reduction</u> and <u>demand reduction</u>. My bill is meant to address the latter.

S. 1820, the Student Chemical Substance Abuse Prevention Act of 1985, is an attempt to reach all the children in our public schools in grades K through 12. It is an effort to deal with the student, the family and the cultural aspects that tend to encourage drug use by our young people. We must acknowledge that drugs have become deeply rooted in our way of life, and that we cannot prevent illicit drug use unless we change social attitudes toward drug abuse. We know that approximately one out of three families is directly affected by alcohol or drug use and abuse.

It is my strong personal belief that if we can reach the minds of our youngest school children, with the proper support from their families, teachers and surrounding community, we can, in effect, change their attitudes about the use of illegal drugs thereby reducing the demand for drugs in our society.

Madam Chairman, S. 1820 authorizes the Secretary of Education to make grants to our State and local educational agencies. These grants will provide financial assistance for the development and expansion of demonstration chemical substance abuse prevention programs in our public schools for grades K through 12.

The demonstration programs may be developed to include or focus on...cause and prevention; development and application; early prevention and intervention programs; pre-service and inservice training programs; and development and dissemination of information and materials on the subject matter. To

accomplish this, my bill authorizes for the U. S. Department of Education, an appropriated amount of $5,000,000 for each of the next four fiscal years ending prior to October 1, 1990 to carry out the provisions of this Act.

I realize that we are in a "cut-the-budget" mode. However, the staggering increase of drug abuse in this country has enormous implications for the future of our society, and it needs more than a band-aid to fix it. The U. S. Department of Education has made attempts to serve our schools through its Alcohol and Drug Abuse Education Program with a budget of less than $3 million last year.

I think we would all agree that a budget of $3 million is totally inadequate given the enormity of the problem. The Department of Education could serve our schools much more effectively if they had a budget similar to the one that was authorized for FY81 at a level of $18 million.

Madam Chairman, teaching a young student to "SAY NO" to drugs is not easy. Ready availability of drugs, peer pressure for their use, and glamourizaton of drugs in the media convinces this Senator that the educational task before us demands strong national leadership. This task will take a major coordinated commitment and significant resources. We have to make drug abuse education a national priority and provide whatever funds are necessary to eradicate this cancer from our society.

The recent loss of two extraordinary athletes, Len Bias and Don Rogers, in drug-related deaths has focused public attention on the problem. Unfortunately thousands of other young people will follow them unnecessarily to the grave unless we act now!!! We must do that. The future of our society is at stake.

Thank you, again, for inviting me to testify on the Impact of Drug Education and my bill, S. 1820, THE STUDENT CHEMICAL SUBSTANCE ABUSE PREVENTION ACT.

Senator HAWKINS. Thank you so much.

As I understand there may be a vote at 11:15. Has anybody heard that?

Senator DECONCINI. Maybe a little bit later than that, about 11:30.

Senator HAWKINS. Thank you for your participation.

Senator Moynihan had indicated he was going to be here to talk about S. 15 the State and Local Narcotic Control Assistance Act, which authorizes the Secretary of HHS to make $125 million in grants to States to provide drug abuse education, treatment and rehabilitation. And it also makes $125 million available to the States, for State and local enforcement of drugs laws.

He has not made it here. I understand he is in a conference and was going to try to come over here to show his support for what we all agree to be the number one battle going on in the world today.

[The prepared statement of Senator Moynihan follows:]

STATEMENT BY SENATOR DANIEL PATRICK MOYNIHAN
BEFORE THE SENATE LABOR AND HUMAN RESOURCES COMMITTEE'S
SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM
AUGUST 7, 1986

Madame Chairman, thank you for holding this hearing on the role of drug education in the prevention of drug abuse. I greatly appreciate the opportunity to address this issue and impress upon this committee the need to use every available resource in our efforts to combat drug abuse.

Irving Kaufman, Chairman of the President's Commission on Organized Crime, has called for "persistent and unyielding assaults on both supply and demand." I agree -- we can only make progress by addressing both parts of the drug equation. And we must make such "assaults" effective by providing adequate assistance to those Federal, State and local authorities who face the difficult task of stamping out drug use in this country.

That is what S. 15, the State and Local Narcotics Control Assistance Act, seeks to do: provide additional resources to reduce demand for illegal drugs and to limit their supply.

You will recall Madame Chairman, that you joined me on the first day of the 99th Congress -- after crack had hit the streets but before it had hit the headlines -- in introducing S. 15, which now has the bi-partisan support of 21 of our colleagues. This legislation authorizes the Secretary of Health

and Human Services to distribute $125 million to support State and local drug education, prevention and treatment programs. It also authorizes the Attorney General to distribute $125 million to State and local governments for the apprehension, prosecution and imprisonment of drug traffickers and pushers.

I would note, Madame Chairman, that the companion bill in the House, H.R. 526, introduced by Representative Rangel, is an essential component of the comprehensive package of drug abuse legislation currently being prepared in the House.

The National Institute on Drug Abuse estimates that there are currently 4,170,000 users of cocaine and 20,020,000 users of marijuana. The definition of a user is an individual who uses the drug at least once a month. That means last month, more than 10 percent of the U.S. population used marijuana and cocaine. And even more troubling, it is our young people who constitute the vast majority of these drug users.

In 1985, the New York State Division of Substance Abuse Services released the results of a survey on drug use among secondary school students in New York. The survey estimated that an astounding 60 percent of our secondary school children, more than 900,000 students, reported having tried illegal drugs. Even more disturbing was the estimate that 31 percent of all seventh grade students had tried illegal drugs while in elementary school. Children all, some of whom were only 12 years old. And they are likely to continue to use drugs, with increasing frequency and dependence.

We do know something about the cause of drug abuse among our young. According to a recent publication by the National Institute on Drug Abuse, "Deterring Drug Abuse Among Children and Adolescents," social pressure, attitude problems, and personality factors all contribute to drug abuse. Social pressures include drug use by friends or family members and can even result from the depiction of drug use in the media and newsprint. This study also describes attitude problems, such as low self-esteem and constant need for approval, which make a young person susceptible to drug abuse. All these factors must be addressed by any program designed to prevent drug abuse. They must be dealt with where they are most prevalent; that means targeting playgrounds, parks and schools so that the causes of drug abuse can be cut off where and when they begin. Later this morning, Wilhelmina Holliday, the Deputy Commissioner for Community Affairs in the New York City Police Department, will provide a more detailed description of one such program in New York City.

My bill, S. 15, would allow the State and local authorities the necessary flexibility to tailor drug education programs to reducing demand; whether that be in an inner city or rural township.

What is not different about drug problems throughout the country is that they all stem, in part, from the huge supply of illegal drugs into this country. Federal agencies, state officials and local authorities do not have the resources to cope with the flood of drugs on their streets.

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This is not the first "drug epidemic" which I have witnessed in my years of public service. I faced a similar crisis in 1969, when I was a special assistant for urban affairs for President Nixon. While today the crisis involves "crack", then it involved heroin, a narcotic derived from the poppy plant just as cocaine is derived from the coca plant. At that time, poppy plants were grown primarily in Turkey, processed into heroin in Marseilles, and then smuggled into New York. In order to cut off the supply of heroin, I persuaded the President to provide financial assistance to help Turkish farmers make the transition from a poppy-based agriculture to a more general agricultural economy. With our help, the program to eradicate illicit poppy production succeeded and the French Connection "collapsed," creating a severe shortage of heroin in every major drug center the country.

It comes as no surprise to me, then, that our focus has now turned to countries like Bolivia, Peru and Columbia as they provide the raw materials for some of the world's most powerful drug traffickers. I support the efforts of our government and the Bolivian authorities in trying to reduce the supply of cocaine from those countries through programs of crop eradication and substitution. I believe that if we give the workers in those countries an alternate way to support themselves, as we did in Turkey, we can succeed in reducing the coca crop and subsequently, reducing the amount of cocaine exported from these countries.

But stopping importation is only one area in which we must address drug abuse. Once these drugs are here, there are vast numbers of high, middle and low level dealers who support themselves through the sale of these drugs. These dealers must be apprehended and to do that, we need more officers on the streets. On Tuesday, the New York City Police Department announced that it was assigning 200 additional officers to its narcotics division; unfortunately these officers are being transferred from another area. We can't afford to see resources drawn from any area of our police forces. S. 15 would provide the necessary funds to supplement local authorities in these efforts to catch drug dealers so that no section of their police force would have to be understaffed.

However, these drug dealers are not just the responsibility of the local authorities. Often, these dealers are here illegally and, if caught and convicted, should be deported. According to a GAO study, requested by my colleague from New York and issued in March of this year, the Immigration and Naturalization Service, is poorly equipped to deal with this problem. And this study was conducted before the across the board cuts, required under Gramm-Rudman, made the situation even worse: due to those cuts, the New York branch of this agency has been unable to fill 50 staff positions!

What is needed there is a duel effort effort involving the INS and the local police officers. For example, the Federal government could provide 400 additional INS officers to process those illegal aliens who are apprehended by the local police.

With those additional men, we could deport the illegal aliens who are convicted of drug violations immediately and severely cut the supply of drugs to our streets.

Some might say that we can't afford to allocate more money to this area of drug law enforcement. But I say we can't afford not to. The costs of drug abuse to our society are enormous. According to a study commissioned by the Alcohol, Drug and Mental Health Administration, drug abuse costs society a total of $60 billion every year. This includes $20 billion spent to prosecute and imprison criminals convicted of drug dealing and related crimes. It also includes the $2 billion we spend each year to treat and rehabilitate drug abusers. Clearly, there is too great a disparity between the cost of drug abuse and the money we spend to prevent it.

The time has come to provide sufficient ammunition to the State and local officials who are on the front lines of the fight against drug abuse. I know that many of my colleagues here today support S. 15 and I hope that this committee sees fit to take action upon it as soon as possible. You can't win a war without "beans, bullets and black oil." Without more money and more personnel, we may never win the war against drugs.

Senator HAWKINS. Senator Dodd has joined us. Would you like to make a statement Senator?

Senator DODD. First of all, I would like to welcome our colleagues here. And Senator Moynihan obviously has spent a great deal of time on the issues as well.

I have an opening statement and I ask unanimous consent that it be included in the record——

Senator HAWKINS. So ordered.

Senator DODD. First of all, obviously the education aspects to me are central. Just as important is the idea of trying, as Senator DeConcini has done over the years, to beef up the border efforts to see to it that we stop the product from coming in to the best extent possible.

Recently, Senator D'Amato has clearly indicated the problems we have. That is once the stuff is here, how do you deal with it? And clearly I think the President decided that he wants to make this a priority issue over the week of October 5. I think it is worthwhile. My hope is that in addition to the introduction of efforts to stem the traffic of drugs coming across the border along with what we try to do here, that we will also try to focus some attention on why substance abuse is becoming a problem for people underage.

There is more to this problem than just catching the pusher or stopping the drugs from coming in. I do not think there is a simple answer to that. But if we disregard the underlying causes of substance abuse, it seems to me we are really not getting to the cause of the problem.

The point of both Senator D'Amato and Senator DeConcini—they are both cochairman on the resolution. And I think the Judiciary Committee will send out today on the executive calendar a report that will set aside October 6, that Monday of the week of October 5 that the President has designated as a drug education day for every single elementary, middle, high school, college and university, to designate the entire curriculum that day, not just the speech by the principal in the morning, about the dangers of drugs and that every single class during that entire day be dedicated to drug education, to emphasize the importance of getting people to say no and to make them appreciate and understand the dangers associated with this.

So I am delighted to see this much activity on it. Some, however, I will point out, did not come to this issue last week or 2 weeks ago, but have been at it a long time. And I hope this will not be a 1-week event, not a kind of thing that occurs during campaign seasons, but things people are going to continue to work and fight for. Because it is not an issue that is going to go away. It is going to be something that has to go on and reach down to the very fabric of our society day in and day out.

I thank you, Madam Chairman, for the hearing.

Senator KERRY. Madam Chairman, I ask Senator DeConcini—I know he has to run to the floor, and I just want to get one instant for a question.

Incidentally I am a cosponsor of your bill and delighted to be so. I think your staff is aware of that.

Senator DECONCINI. The one on the floor today? Thank you, I was not aware of that.

Senator KERRY. The drug bill.

Senator DECONCINI. The drug bill, thank you. You may have a chance to vote on it in a short time.

Senator KERRY. Let me just ask a quick question. Because you have been in law enforcement and you have got a long-term background in this, and you have fought hard to increase the border efforts and other enforcement efforts.

We have indeed over a number of years increased those efforts financially in certain areas, and yet there is an increase in the flow of drugs. So from your perspective I would just like to ask you: is there a futility to the enforcement effort? Have we not yet begun to really make the enforcement effort work? Is there more that we can do with respect to that on its own?

Senator DECONCINI. Madam Chairman, Senator Kennedy, let me cite to you the best example. The chief of police by the name of Gates, Los Angeles, he has been there 20 years. He is really one of the leading law enforcement officials in this country. Senator Wilson and I were out there 2 months ago holding hearings on the asset transferring and what could be done and to beef up local and have some coordinated efforts.

He put it the way I put it. We have talked about a war on drugs in this country and the law enforcement for as long as probably I have been alive, certainly all the years that I was a prosecutor and all the years I have been here. And as Gates says, and I say, we have never had a war on drugs, this administration, the last administration, never. And when you think about that, that is very true.

As he points out when you have a war, you mobilize your nation, you mobilize your military assets. And that is what we are talking about, in this case law enforcement assets, and you have an objective to wipe something out or to take something over. We have not done it.

Part of that in my own judgment is the fact that we do not have a national coordinator in the law enforcement area. We have struggled with that. It has been partisan when the Carter folks were here. We did not want it and we could not pass it. And we had a Democratic majority in the House and we had a President that did not want it.

Same with this administration. They have proposed it. To me it is becoming more clear the more money you put in—you know, as a prosecutor you run across the difficulties we have. Fortunately we have made a giant step of getting military assets to be used for this. When you think of the Defense Department's budget and the military assets that sit out in Arizona in the graveyard now of airplanes, some maybe 30 to 40,000—not all of them are usable—are there, to move some of those airplanes over, you think you were taking somebody's arms away.

General Tice, who is an appointee by Caspar Weinberger, did a great deal to bring that to the attention of the Secretary and the Department of Defense, that you are not going to lose anything because you get training out at the same time. That is the first major steps of coordinator.

In my opinion we haven't had a war and we do not have a war now. We are doing a little training is what we are doing. And we are doing a lot of infighting. We have got a long way to go.

Senator KERRY. I applaud that comment and second it.

Senator DODD. One thing, Dennis, on your point, for purposes of history and curiosity in 1961 my father was chairman of the Juvenile Delinquency Subcommittee of the Judiciary Committee of the Senate and held hearings on drug abuse and substance abuse. That was a quarter of a century ago. And they had talked about television and the promotional aspects of it, literally a quarter of a century ago. It has been that long and even before that when you have had anything done.

So your comments about years going on is accurate, a lot of talk.

Senator DECONCINI. I think we are on the verge of maybe moving now in the first step toward a war. And that is massing your assets. We are just seeing that come about.

Senator KERRY. Well, I hope we will really do that. I recently learned, met and talked with a drug enforcement official in Florida, who told me of a sting operation that they had planned with respect to certain personalities in the Bahamas. And when it became known to American officials in the Bahamas that that sting operation target hit those certain people, the sting operation was called off for so-called national security reasons.

Subsequently to that I am pleased to say that American official has been recalled after we made this public within another context. I am obviously scarring somewhat the personalities of people, but we have not begun the war against drugs. And I think everybody in this country understands that. You do, Mr. Prosecutor formerly. I do. And tragically drug traffickers understand it.

Senator D'AMATO. There is another point I would to make—and I have to make it quickly because I have to be on the floor with Senator DeConcini. My point is, what we are also doing in our failure to mobilize efforts? We are eroding the rule of law. What do you think people think and say when drug dealing is so open in many of the various regions of our country whether it is in New York or Boston or Los Angeles or Chicago?

Senator HAWKINS. Georgetown.

Senator D'AMATO. They are saying everybody is being paid off. That is what is being said. People are saying there are billions of dollars being spend for this purpose. Do you know what? They are being paid off?

Let me tell you something. Most of our law enforcement officers are honest, tough, and conscientious. They make the arrests. But, for a variety of reasons you never see the kind of prosecution, the kind of followthrough, that is necessary.

In New York, you have a court system that spits them right back out on the street, they are out there the next day; 56,000 were arrested last year and only 5,000 last year served more than 24 hours in prison. Some of them were arrested 6, 7, 8, 9 times, convicted by the way and plead guilty for the sale of drugs. They do not have enough room in the prisons to house them.

Yesterday, I introduced and the Senate passed unanimously, an amendment to the Defense Department authorization bill requesting the Defense Department to issue a report listing their assets

for potential use as prison facilities. We need additional prison space to house criminal drug-traffickers. With respect to rounding up illegal aliens who are engaged in drug trafficking, the INS is totally inadequate.

When Senator DeConcini says we must mobilize, we had better listen. The very fabric of our society is being threatened; people are beginning to lose faith in the rule of law. People are saying that, because of the billions and billions of dollars involved in trafficking drugs, people are being corrupted to the extent that no mobilization against the drug problem has been accomplished. We have not committed our assets to such a mobilization. So to that extent, we are a part of the problem.

I believe, and I know the Senator shares my belief, that we have an opportunity, in light of the heightened public awareness of the Nation's drug epidemic, to launch a national offensive against drug trafficking. With the advent of the drug crack and the recent death of Len Bias, people have become publicly concerned over the need to mobilize against the drug problem. We have got to move on this opportunity, and we have got to do it now.

Senator Dodd says you are not going to win this with 5 million or 5 billion. It is something you are going to have to continue to work on day after day. And after the elections and after the cameras are gone, when it is not the popular issue we must continue to labor diligently. We are talking about the defense of our children, our neighborhoods, and preserving domestic tranquility.

We have lost domestic tranquility. People live behind alarm systems, and not only in the inner city. And we have done that over a period, Senator, of 25 years. Out history is a testament to how you can be beaten, robbed, and knocked down, see a system breakdown. And yet we just go another way. You do not use public transit, you do not go out at night. When you live in a city, you hope you have a doorman with a security system. What a way to live.

And we have allowed it to take place. The No. 1 priority of the country is to protect its people. Government should be protecting the people. We have developed and built highly complex and sophisticated military weapons, yet we cannot stop the roughly 19,000 small planes carrying drugs into the United States. This is a travesty and an indictment against those who establish military priorities.

Dennis has been fighting this battle since the day I came to the Senate, and its a lonely battle. If we cannot stop little planes coming into the United States carrying drugs, what does this say for our military capabilities.

Senator HAWKINS. We have mobilized this group, I will tell you. We will win many a war. And we will excuse these two Senators.

I have read the hearings that your father had back in the 1960's. I am a parent and as an interested citizen was made chairman of a legislative group that made recommendations to the chamber of commerce for legislation. Hopefully, the parents can give suggestions to the legislature. That was 1968. It is now 1986. And we are still out spent, out manned, out gunned.

It is so frustrating to the parents to get the blame. We sit here day after day and blame the parents. So hopefully, we can keep the adrenaline high now that we have enlisted in the war and make

sure that it is not just a verbal battle. We want to have results and we want major results.

Our second panel may be able to offer some restoration of confidence in a few of the drug education programs.

BJ McConnell is executive director of the C.E. Mendez Foundation in Tampa, FL. We have been very pleased with their drug education programs. They are taught in 50 school systems nationwide. BJ, we welcome you.

Wilhelmina Holliday is deputy commissioner of community affairs for the New York City Police Department. We are happy to see you. We have got real warriors when we get women involved in the battle. With women we will win and without women we will not win. So hopefully we have two here that are absolutely fantastic. And Commissioner Holliday brought with her Deputy Chief John Hill, coordinator for the program.

BJ, we will call on you first. Welcome.

STATEMENT OF ELIZABETH S. (BJ) McCONNELL, EXECUTIVE DIRECTOR, THE C.E. MENDEZ FOUNDATION, TAMPA, FL; AND WILHELMINA E. HOLLIDAY, DEPUTY COMMISSIONER FOR COMMUNITY AFFAIRS, NEW YORK CITY POLICE DEPARTMENT, NEW YORK, NY, ACCOMPANIED BY JOHN HILL, COORDINATOR

Ms. McCONNELL. Thank you. It is flattering that drug education is getting this kind of attention. It is just terrific.

For the past 10 years the C.E. Mendez Foundation has been involved exclusively in the development and implementation of drug education curricula. Starting small, decisions were made by our board of directors to teach children in an exceptional manner that it is in fact neat and wonderful to be healthy.

Building on that, the foundation's programs addressed drug prevention as an all out war. We trained teachers who are selected as role models to be the best soldiers entering battle. The foundation has grown to the point that it not only teaches 50,000 children annually in the Hillsborough County schools, who contribute a third of our budget—it is the 12th largest school system in the country—we have also been involved in training teachers in 46 other school districts throughout the Nation.

Preventing problems before they occur works best when children are taught to celebrate and be proud of the fact that they do not use drugs. The only age group in the country that has a majority of nondrug users are citizens under the age of 12. We want to reinforce that no-use norm and continue it through the secondary schools with good education.

We teach children at the elementary level, secondary level, and the parents of all of them. Ten of the communities we are involved with have been sponsored by the National Football League in those cities. The teams paid us to train teachers. We are an example of the private and public sectors working together.

I ask anybody to donate money to what we are doing. Last week I received $15,000 in $100 bills from our State attorney. An offender had decided to make a donation in his 10-year prison sentence so to speak. That was exciting; it was like Robin Hood taking from the bad guys and giving to the good.

Prevention education has traditionally existed on the crumbs left on the table. We are a tiny foundation, we just have big ideas about staying healthy. Through our experiences we found some vital components necessary to ensure drug education.

Senator, do you have a question?

[Information supplied for the record follows:]

FIFTY WAYS TO SAY NO

Young people today experience a great deal of peer pressure to try drugs. An important part of peer pressure is that it requires a quick response. Plan ahead. How might you feel? How might you handle a difficult situation? What could you say? Here are some ideas:

1. I do it naturally – I'll be glad to use it as soon as I need it.
2. I don't need it anymore.
3. Is it a low-tar joint? I only smoke low-tar joints.
4. I don't feel like getting high this afternoon.
5. I'm not into body pollution.
6. I'm kind of depressed, so I don't think I should try it today.
7. Not today or not now.
8. I really don't think I want to get into that until I can afford my own.
9. Nope, don't want the hassle.
10. I can't now – my mom smells me when I get home.
11. When I need it I'll let you know.
12. My parents would kill me.
13. I'm afraid of those kinds of things.
14. Why do you think they call it dope?
15. Some other time.
16. That stuff's not for me.
17. No, thank you.
18. If the coach finds out, I'll have to run 20 laps.
19. The last time my mom caught me smoking, I was grounded for 6 months. (2 yrs.) etc.
20. I get grounded if I look side-ways at my kid-sister, I'd hate to think what would happen if my mom caught me smoking.
21. No thanks, I'm already in enough trouble with my parents.
22. I don't think they know enough about it yet.
23. No thanks, I'll wait until it's legal.
24. Are you kidding? I get grounded for smelling like cigarette smoke, after being with people who smoke.
25. No thanks, my grades are bad enough.
26. I'm into vitamins!
27. No thanks, I'm not into chemicals.
28. I'm spacey enough without it.
29. No thanks, I have a term paper due tomorrow and I need to think tonight.
30. No thanks, I have an allergic reaction to it.
31. I stayed up late last night and my eyes are already red.
32. No, I'm driving.
33. No, I need all the brains I've got.
34. Is it filtered? I only smoke filtered joints.
35. I'm trying to make the track team, and I hear the smoke's bad for your lungs.
36. Are you crazy? I don't even smoke cigarettes!
37. I'm not into chemical highs.
38. No, I've tried it and I don't like it.
39. I don't want to die young.
40. No, I already fight enough with my parents.
41. No, I might want to start a healthy family someday.
42. No thanks, I just read a new study on its harmful effects.
43. I'm into wellness.
44. It doesn't do anything for me.
45. This is allergy season and my eyes are already red.
46. No thanks, I hear it causes pink eye.
47. I have a big test tomorrow, and I'd like to remember what I study tonight.
48. I get too crazy when I smoke (drink) etc.
49. I'm still grounded for the last time my mom caught me and that was 2 years ago!
50. Chicken? Do you see any feathers on me?

C. E. MENDEZ FOUNDATION, INC.
Drug Prevention Education Programs
POST OFFICE BOX 10039
TAMPA, FLORIDA 33679

SIXTH GRADE PROGRAM OUTCOME SUMMARY BY CITY 1984-1986

CITY	YEAR	SEMS	PRE MEAN	PRE %	POST MEAN	POST %	DIFF.	ALPHA LEVEL	NO. STUDENTS
LA	1985	II	18.5	46.2	28.7	71.7	10.2	.000	314
ST.LOU	1985	II	12.6	31.5	28.1	70.2	15.5	.000	394
GLFPRT	1985	II	17.5	43.8	28.3	70.9	10.8	.000	289
LTLRCK	1985	II	16.4	42.0	26.1	70.0	11.4	.000	502
FTLRDL	1985	II	18.1	45.2	29.0	72.7	10.9	.000	138
ANISTN	1984	II	21.0	46.0*	34.0	74.0*	13.0	.000	43
BAYUVW	1984	II	23.0	50.0*	32.0	70.0*	9.0	.000	53
LAKLND	1984	II	20.8	52.0	30.0	75.0	9.2	.000	619
DAYTNA	1985	II	17.0	42.5	31.3	78.2	14.3	.000	396
SNDEGO	1985	II	17.0	42.5	29.7	74.2	12.6	.000	190
TAMPA	1984	I	16.1	40.0	35.4	88.0	19.3	.000	251
TAMPA	1985	II	17.1	42.0	34.6	86.5	17.5	.000	198
BRDGPT	1985	II	17.9	44.9	28.4	71.0	10.4	.000	392
GRNBY	1986	II	20.8	52.0	30.6	76.5	9.8	.001	288
ST.LOU	1986	II	14.7	36.7	28.5	71.2	13.8	.001	197
DENVER	1986	II	15.7	39.2	25.4	63.5	9.6	.000	228
CLAY,MO	1986	II	23.1	57.7	34.2	85.5	11.1	.000	69
UNIVCITY	'86	II	15.4	38.5	26.2	65.5	10.7	.000	121
TAMPA	1986	I	16.7	42.0	34.1	85.0	17.4	.000	275
TAMPA	1986	II	17.3	43.0	33.6	84.0	16.3	.000	170
TOTAL			17.3**	43.3%	30.1**	75.2%	12.8	.000	5127

*INDICATES USE OF ORIGINAL 43 ITEM TEST
**BASED ONLY ON 40 ITEM TEST

(Editor's Note: Due to printing limitations and in the interest of economy, additional material submitted for the record was retained in the files of the committee.)

Senator HAWKINS. I have several for you, BJ. What age and/or grade do you teach and why did you pick those ages?

Ms. MCCONNELL. We initially picked children at the sixth grade age level because it was the year before they went to junior high school. We decided if we were going to target one age, that one was the highest risk and we wanted to do it well. We have expanded down through kindergarten and up through the eighth and ninth grades.

Senator HAWKINS. How often do you feel the children should be instructed?

Ms. MCCONNELL. I feel children should be instructed very often. I am against one-shot presentations, for example, you all march into the auditorium and have a fire prevention presentation and march out. I think children need to be instructed at least once a week for half a year throughout their educational career.

Senator HAWKINS. Who should teach drug education, do you feel?

Ms. MCCONNELL. I think role models should teach drug education. I think that is the most important point. You might have had one or two of those teachers in your life that made a dent on you and it stuck. That is the person that I want to take and make a drug educator out of.

This is an issue that is difficult for people. This has values and attitudes attached to it. Some people have been scarred through alcoholism and drug abuse in their communities. So you do not want just everybody to be doing it in a random manner. A teacher's knowledge of this issue has to be substantial. They have got to know more than the kids. And so they need constant training.

I do not think any recovering or former abusers have any place in prevention education. It is too many mixed messages. Their main message is "I beat it," so kids think that maybe they can too. I watched a former quarterback a couple of years ago in an auditorium full of high school kids tell kids how terrible his drug problem had been and all the pain that it caused. The man is a handsome looking young man. He makes $250,000 a year. He had on about a six piece suit and drove up in a Mercedes. He did not look like it was that bad. Kids think: "It could not have been all that tough."

The other thing is that I just think using former abusers with adults is effective—because I think there is a lot of merit for using recovering stars if we are going to do that with adults who are recovering so we can say: "Hey, come on, you can make it", and use them in treatment facilities. But with little kids the other thing that happens is: your experience with a drug and mine with the very same drug could be totally different. Yours could be fatal. So that concept gets discounted. And also, the fact that if we use a lot of stars who have had drug problems, you know, it is kind of becoming in vogue to be in recovery, they date themselves. Unless they were smoking crack last week and if they are saying that their expertise is the fact that they did these drugs, it is not valid.

What else has to go on? A lot of things. Is something better than nothing? I am not sure. And I think that is a question that has to be answered.

I also think that when you are looking at teachers, you have no gore or sensationalism and you should not have any vigilanties and

alarmists out there because it is not true. If you go and tell kids they are going to do drugs and subsequently get scraped off the street they know that is not true. If you and I go smoke a little dope behind the garage we are just going to giggle the first time. So all that gore and sensationalism and horror isn't effective. Also, kids think they are infallible. You are going to live forever when you are young, so no one thinks it will happen to them.

I think the biggest thing about drug education is please, in your decisions you make about funding drug education, do not hand out a curriculum across the country without training teachers and updating them and keeping them current. It is absurd.

We go to too many school systems that there is a book that is from 1974 and that is their drug curricula. And they say we have drug education, we bought 200 copies of this, every teacher has got one in their room. And they get the curriculum when there is no PE because it is raining. You know you are also asking a teacher to talk about something that they have no constant training in—and they need that.

The thing with the gore and sensationalism also is that kids pay money to go and watch that on Saturdays. They love it. They go but it is not real to them.

Senator HAWKINS. Yes. They watch it in the afternoon. What should be included in your opinion in a good curriculum?

Ms. MCCONNELL. A lot of things. The first thing I think is coping skills. Kids need to have skills and talents and have their pockets filled in what they ought to know.

May I get up, can I—the teacher in me is coming out here. And you never turn your back on a good class.

I think kids need to know—the first things they need to hear about is peer pressure. We need to take away the mystique and take away how it kind of connects kids together.

At the elementary level we teach children that there are three parts to peer pressure. The first one is name calling. You have all done that. For example, chicken, baby, sissy, punk, scaredy cat, wimp, then they insult your parents.

We want kids to know that peer pressure happens when the word chicken comes out of somebody's mouth. They need to know it is the most dangerous word in the English language. I want lights to go off in their head, wow, this is peer pressure I am getting.

The second thing you teach them is you have to make a real quick decision all the time. Nobody is going to say to you: can I make an appointment next Tuesday, we will meet at 3 o'clock behind my garage and we will smoke a little dope? It happens real fast, it is in front of your face, your friends are there with you. They are going to say, "come on." You are not going to have the chance to say, "Look, I would like to go home and talk to my folks, look it up in the encyclopedia," that does not happen. Children need to know that rapid things happen and they need practice in it.

The other thing is that there is no logical reason for peer pressure. That is an elementary level approach to understanding that concept.

Secondary students I think are a little more sophisticated and they kind of know it all. They are sort of at an age that believes if an adult says it, it is wrong and you have got to prove it to them. So we do a few more things.

You have in your packet something I handed out called "50 Ways to Say No." That goes along with obviously saying no is the best answer. But we found that kids need more than that in the way of skills. Would you be my prop? I am a teacher, flashcards, you know.

The first thing you have to do obviously is be assertive. That would be one good technique. Kids needs others excuses that they can use and walk away from.

For instance, using humor. If you cannot say no to your best friends and that cute little girl you have been eyeballing for a couple of weeks.

Say I don't think I can because my mother is waiting up for me. So what? Have you met my mother. You can use respecting your friendship, for example, you tell me I have got to be your friend to do this and I don't want to. You can delay the decision, for example, I don't think so, ask me later. You can recruit a friend, for example: No, Richard and I decided we are not doing anything tonight before we came to the party.

Another thing you can do is change the subject. For example, Hey, what tape is playing? What else can you do? You can be a broken record, for example, no, not today, come on, no, not today, you are chicken, no, not today. You can also be a boomerang, for example, give it right back to them. You scared? You bet. You chicken? I'm covered with feathers. And the last and weakest way is to make an excuse.

But I want children, my own children, the children I teach, to get out of that tight spot with a sense of their head being up. So I think that that is one real important dimension.

What else do you do? You practice that. No child leaves my classroom unless they have used one of those techniques. So they have a sense of accomplishment, I know this will work, I already tried it, practice.

Senator HAWKINS. Do you play, assign them a role and role play?

Ms. MCCONNELL. Yes, role playing is important. And you do a lot of other things.

They need decisionmaking skills. It is not a tunnel they are stuck in, there are a lot of options. Before you can talk about stimulants, depressions, hallucinations, narcotics, and inhalants, kids need to know the difference between street drugs and pharmaceutical drugs. There is a difference, there is a big difference.

At the elementary level we play a lot with them because they are so precious and still play. And what we do is take an imaginary bus trip. You used to take field trips in school, and we will go to where they make pharmaceutical, legal drugs. What we do when we get there is ask what color is the room going to be where the drugs are being made? Class, what color do you think it might be?

VOICE FROM AUDIENCE. White.

Ms. MCCONNELL. White. Why? Is it clean? Absolutely. Can we walk in there where it is white and clean just dressed in our regular clothes? Class?

VOICE FROM AUDIENCE. No.

Ms. MCCONNELL. No. Why not? Germs, dirt. You are not doing too bad. Can I borrow you for a second? [Gentleman from audience stands up.]

If he was going to go in there where they are making clean, legal drugs that your mom or dad or doctor would give you in a prescription, would he have to wear anything special? Class?

VOICE FROM AUDIENCE. Yes.

Ms. MCCONNELL. Yes. Like what? Come on, you are a lousy class.

VOICE FROM AUDIENCE. Gloves.

Ms. MCCONNELL. Gloves. Why would he need gloves, class? Because you do not want him touching legal stuff with any germs on his hands; right? What else might he need? Class?

VOICE FROM AUDIENCE. Boots.

Ms. MCCONNELL. I brought those, I will not make him go through that. But he needs to cover his shoes. What else, class? A hat. You do not want to open up a prescription bottle and have hair in it, do you? What else does he need?

VOICE FROM AUDIENCE. Mask.

Ms. MCCONNELL. A mask, absolutely so that he does not breathe any germs. What else does he need, class?

VOICE FROM AUDIENCE. A gown.

Ms. MCCONNELL. You just had the potential, I knew it. You need a gown. Because we want to be sure that you do not get any of those chemicals on you. This is great.

Why am I doing this? And I do this in all of our classes because I want children to visually see how clean and well measured and immaculent you have to be, that every pill you take has the same amount in it as what you took 8 hours ago.

Now, let us get back on our bus. The glasses will be good for where we are going. We are going to go where they make street drugs. Will there be a big sign that says "Street drugs, good stuff, buy here"? No. Because they do not want to get caught. Is he going to need a lab coat where they make street drugs? Is he going to need a hair cover? No. They don't care. How about a mask? No. How about gloves? Glasses you need. How about gloves, are you going to need those?

What are those folks interested in, class?

VOICE FROM AUDIENCE. Money.

Ms. MCCONNELL. Money. That is a whole lot different, is it not? Can we give him around of applause.

[Applause.]

Ms. MCCONNELL. I owe you one, and I do not know who you are. [Gentleman sits down after removing all surgical garb.]

We are going to go to a barn or warehouse or garage where there may be street drugs. Because it does not particularly have to be clean. They are going to be making some and a guy walks in and buys some. And the guy says, "Gee, I am not sure I have the right ingredients", wait a second, and goes back and says, "I will not tell him", mixes it together, runs it through a pill press, sells it to him.

If he is going to try to sell them to you, Senator, is he going to say this was some trash that was made in a barn? No. What is he going to say? Good stuff, clean, well measured. Would I lie to you, class?

That is just one concept at an elementary level that children understand, and they get excited and motivated about it.

Now, in the secondary level you have to be more exclusive. So we do some things in the secondary level with the assistance of the Drug Enforcement Administration. We pass out cards, lots of pills on this picture. They are all from the drug lab in Tampa. They have all been in to be tested. Find me these pills in this book, which is the DEA's books. There are lots of pills. The kids will go through and say I think I see the pink one, I think I see the green one, you know.

Then you say, "look, there is a problem here, all of these are look-alikes and you think you found them in this book. Now, if you cannot even identify a look-alike with a book that is an expert opinion how are you going to know what someone pulls out of their pocket and offers you?"

We then share with children—and the DEA again has been wonderful in Tampa—some pictures of local drug labs that have been busted. This crock pot looks like my kitchen. It is terrible, you will not want to take anything out of that. That does look like my garage. But that is where things are being made.

Kids need to see that. They understand. They do not need to be lectured and horrified. They just need to see stuff. They make great conclusions.

What else needs to be involved in drug education? Why do people abuse drugs? Kids need to know that. They need to also have emphasized the great amount of drugs. And then they also need to be told alternatives, if not this, then what?

We need to teach parents and we need to evaluate all of our efforts. We also need to involve law enforcement everywhere that we go.

Have you got another question for me? Are you sorry you asked?

Senator HAWKINS. No. Do you have a parent program?

Ms. MCCONNELL. Yes, madam, absolutely. If you do not teach parents, you are clapping with one hand. You have got to help parents understand that there are some things that enhance the idea that their children might not become involved in drugs.

Senator HAWKINS. How do you get them to volunteer for this?

Ms. MCCONNELL. We use their children. We send home homework with all of their children and it is homework for their parents. And the children——

Senator HAWKINS. I thought all homework was for parents.

Ms. MCCONNELL. This one says so. And when we do it, if the children go home and they teach their parent what they learned in their drug education class that day and they do that for 15, 16, 17 weeks. OK, you are going to get parents pretty interested in why their kids are so excited about being healthy. Then we offer parent education at that school.

You also offer it at any places of work that you can. You try and have parents understand that it is not that their family is having a drug problem, why they are getting educated, it is because they need to enhance their children who are already saying no.

There is a wonderful lady I taught down in Tampa, an immigrant from Cuba, six children, and all her children are fine. I said, "How did you do it?" She said, "We have a thing in our family

called in this family." And I said, "What do you mean?" When the kids say, "How come I cannot do this, everyone else is," I just say, "In this family we do not do that." She said by the sixth child when he says, "How come I cannot, everybody else is," the whole family says, "In this family we do not do that" in unison.

Parents need to hear that there is something that they ought to do.

Senator HAWKINS. That is from the Navy. Not on my watch, not on my ship, not in my Navy. It can be not on this block, not in this home, not in this city.

Ms. MCCONNELL. Absolutely.

Senator HAWKINS. How did you get the community involved in Tampa?

Ms. MCCONNELL. We went and we asked for donations to help us. We still ask, we are always short. And we went to the school board and said we can put the assets of the foundation up if you will assist us. We then enlist others, we teach all their children, so it makes it real nice to go to companies and businesses and individuals.

We had an anonymous donor for the last 5 years who gave us $35,000 every year. We asked all agencies to work together. We put on a just say no walk in May through the sponsorship of 28 businesses. That is everything from a Port-o-Let business, because you need that, through McDonalds through the State attorney. The money to use to do that was acquired by our chief police from confiscated assets.

Senator HAWKINS. The supervisor of education there also——

Ms. MCCONNELL. Dr. Shelton.

Senator HAWKINS [continuing]. Is a very enthusiastic supporter and the school board works with you.

Ms. MCCONNELL. Yes, madam, absolutely. School boards are vital. They must be connected, we must connect with teachers to get something that lasts and is going to keep on.

Senator HAWKINS. What else in your opinion needs to go in prevention, since you are on the spot today?

Ms. MCCONNELL. You want my wish list?

Senator HAWKINS. Sure.

Ms. MCCONNELL. You need to be energetic. Prevention has got to be attacked with the same savvy and the same enthusiasm as all the media hype and all of the other stuff that goes on to tell kids to do drugs. You need to put your whole community together and you need to join law enforcement with it.

You also need to know who your leaders are in the community and get them to be with you.

Senator HAWKINS. Last, before I yield to my colleagues, how much does it cost to institute your program in your community?

Ms. MCCONNELL. In our county, $483,000 a year. That is to reach 50,000 children. If we do some quick division, it is not very expensive.

Senator HAWKINS. How do you know it works?

Ms. MCCONNELL. We evaluate what we do, pre and post testing of all the children we teach. I will submit to you the outcome not only for Tampa, but such cities as St. Louis, Los Angeles, Green Bay, WI, and Denver.

We do not have a very sophisticated evaluation method because we do not have the money. We applied for a Federal grant 4 years ago to follow the children, and it was approved but not funded. What we did 1 year, 4 years ago, we only had enough money to teach half the children so we followed the other half through what we did. And we found that the children that had not had our program had a 50 percent higher rate of drug-related incidents than those that had been educated.

It would be exciting to be able to follow kids. The problem we have now in evaluating them besides pre and post testing and testing them 6 months later for retention, none of the parents want their kids to be the control study and not get educated.

Do you want me to sit down now?

Senator DODD. Just very briefly. You may enjoy standing.

Ms. MCCONNELL. I might give you a quiz.

Senator DODD. There are different say no programs. The teen pregnancy, just say no, child sexual abuse, just say no.

Ms. MCCONNELL. Peer pressure works on all of those.

Senator DODD. My point to you is this: There is a whole host of things we are telling kids to say no to, and I wonder if you might just draw the comparisons between the various programs, and how they may be interconnected. For instance, you have got one class one day and it is say no to drugs, and a couple of weeks later say no to sexual abuse, say no to teen pregnancy. Is there any interconnection of these things? And does it not make some sense to point that out so that these are not just separate, unrelated little classes where there is no tie-in?

Ms. MCCONNELL. I certainly agree with you. You have to understand that my experience with health education that it is about sixth behind drivers ed in priorities of education. So the ability to interconnect them is difficult. I think kids need to hear say no to issues that might harm them as much as they hear to not pick their nose and do not scratch the itch. They need to hear it from their community, their parents, their church, teachers, coaches, everything. It needs to be on billboards and police cars and everything in between.

Senator DODD. I agree with that. It has been very successful, I might tell you, the three or four continue to say no.

Ms. MCCONNELL. We have trained teachers there for you, yes.

Senator DODD. Yes; a woman by the name of Marsha Shaft wrote a piece for the Times on children saying no to drugs. The one line she had is studies have shown that children who feel good about themselves do not abuse their bodies. Maybe we should have started with that. Because I think that is the key element, it is abuse, whether it is substance abuse or whatever.

And the point I have tried to make—and Senator DeConcini and Senator D'Amato were here—we can have all of the programs and all of the interdiction efforts and so forth, but there are some underlying causes here that we have got to try and get at. And unfortunately a lot of the children you teach and who I run into do not go home at night to a tidy, neat home.

Ms. MCCONNELL. They spend the night on the street.

Senator DODD. Or they are afraid to go home because they are abused children or the like. And the sense of getting children to

feel good about themselves is difficult in some categories because of the circumstances under which they live. And I do not have the answer to that. I do not expect anybody really does at this point. But that ought to be something we are cognizant of, people who legislate and other people. There is nobody at all even if they wanted to go home and talk to somebody about it.

There you can look at the numbers and they leap off the page on drug abuse, substance abuse. So I just hope at some point we are going to make that connection in our own heads when we start to talk about these things because it is there.

Ms. McCONNELL. We try very hard to teach children—I brought you all stickers if you were a good class. And I think you were, so you can have a sticker. We teach them that they are too good for drugs. And what you are saying, they are too good for a lot of things they are facing.

Senator DODD. That is right. Thank you for being here.

Senator HAWKINS. Senator Kerry.

Senator KERRY. I have no questions. Thank you for your testimony.

Ms. McCONNELL. You are welcome.

Senator HAWKINS. Wilhelmina E. Holliday is deputy commissioner, community affairs for the New York City Police Department. We welcome you here with your SPECDA Program.

The 11:18 vote we were all going to rush off to is going to be postponed for awhile. So we ask you to summarize your comments. I understand you have a great program, and we would like to hear about it.

Deputy Commissioner HOLLIDAY. Madam Chairman, members of the committee, I would like to first express my appreciation for this opportunity to describe and discuss our school program to educate and control drug abuse. Before I get to the main presentation though, I would like to make a point about this new menace to our society known as crack. And I know that you have heard about it.

Crack is an exceptionally powerful form of cocaine and it is very easy. It is now the drug of choice on the city streets. It is particularly menacing to our young people. It is easy to make, cheap to buy, quick to act, powerful in action, deeply addicting, and a deadly poison. The drug originates in the coco fields of Latin America, is smuggled into this country in bulk, processed in kitchens and bathrooms, sold to our children and young adults from school hallways and street corners.

I would like to express my deep belief that until the National Government in this country begins to take seriously its responsibility to hold this overflow of cocaine into the country, the municipalities and the States can do little more than just try to kill the domestic market for this drug.

I would like to cite that just this past weekend in my city 43 people were arrested in a well-known drug buying location and their cars were confiscated under the law. Of the 43 who were taken into custody for quantities of drugs, 39 out of the 43 came from suburban New Jersey, good middle class, upper middle class children of good homes outside of the ghetto area. And the drugs that were confiscated were almost all, crack and cocaine.

Now, if the good homes of suburban New Jersey are now invaded, what then will become of the rest of our children?

I will go into describing the SPECDA Program. It is the New York school program to educate and control drug abuse. And it is more than a catchy name, it is the first citywide, large scale cooperative effort between two agencies in the city of New York, that is New York City Police Department and the Board of Education.

SPECDA is a two-pronged effort, enforcement and education. It is the major effort. And I think it is the largest one in the Nation thus far. We began at the start of the school year in September 1984. And its goal is to reduce and if possible eliminate the sale of drugs in the area of city schools and simultaneously to make school aged children aware of the dangers of drugs and drug abuse.

The enforcement effort is run directly by the narcotics division of the Police Department's Organized Crime Control Bureau. The main focus of the enforcement effort is the apprehension and arrest of drug sellers operating within a two block radius of city schools and the closing of smoke shops within the same areas.

The enforcement effort targeted hundreds of city schools and the surrounding areas. And there have been many arrests for the sale of narcotics. Nearly 60 percent have been for felony charges. And at the start of the recently ended school year, 63 percent of the SPECDA arrests were made in the vicinity of elementary schools. Four percent of those arrested were students, but 78 percent were over 20 years of age. More than $1 million in narcotics were seized, more than a third of a million in cash. About 80 firearms all were taken by the police, illegal firearms by the way.

Now, the educational component is where the hope lies for the future. Commissioner Ward has said before another panel that he spoke to just last year, in this same room I believe, that we believe that we must place greater efforts on reducing and eliminating the potential drug market. And the SPECDA effort in the school program among the young school age children is a major weapon.

The goals of the SPECDA Educational Program were carefully worked out by the police department and the board of education together. SPECDA's goals therefore are a joint product of education and enforcement. Our goals are to alter constructively the attitudes and perceptions of young people pertaining to drugs and drug abuse, to increase student awareness of the effects and consequences of drugs and substance abuse, to build the foundation for a constructive, ongoing relationship between police officers and young people, and to expand a cooperative, educationally constructive, relationship between the New York City Board of Education and New York City Police Department.

The overall goal is clearly to reduce the likelihood of drug use among the student population in the city by focusing on the younger students who are assumed less likely to be current drug users.

The target population is the fifth and sixth grade students, 10 to 12 years old. And it is our desire to point out to these young people that they can form positive attitudes about themselves, also by using peer pressure and encouraging them to stay away from the use of drugs.

The elementary school program lasts 16 weeks. All fifth and sixth grade students are targeted and receive a full 16 sessions of

45 minute duration, eight sessions in the fifth grade and an additional eight sessions in the sixth grade. The same handpicked and carefully trained police officers, with board of education drug counselors, work with both grades over the 2 academic years to maintain continuity.

I was wondering if you have an opportunity at this time for us to just show you a videotaped——

Senator HAWKINS. We had planned on doing that at the conclusion.

Deputy Commissioner HOLLIDAY. I just wanted to stop in case your time was limited.

Senator HAWKINS. We would like to look at that. I have another hearing I have to chair at 1:30 with another committee. But we will look at it at the conclusion.

Deputy Commissioner HOLLIDAY. I just wanted to describe a little bit more about the curriculum. SPECDA introduces self-awareness, to create a strong personal identity and a positive self-image. The most important strategies for resisting peer pressure, development of the decisionmaking strategy and learning to say no to drugs, are also introduced.

We also have our hard information, with people who know how various drugs can wreck the human body, the social consequences of drug abuse, along with psychological consequences of drug abuse, and a summary of the program at the end of the presentation, as well as certificates presented to the students. Each session is accompanied by relevant handouts. Students receive publications, pamphlets, booklets dealing with the day's material. These are especially developed materials for school-age children.

Do you wish to have some questions at this particular point in the presentation?

[The prepared statement of Deputy Commissioner Holliday follows:]

TESTIMONY OF WILHELMINA E. HOLLIDAY, DEPUTY COMMISSIONER,
COMMUNITY AFFAIRS, NEW YORK CITY POLICE DEPARTMENT

BEFORE THE

UNITED STATES SENATE SUBCOMMITTEE ON
CHILDREN, FAMILY, DRUGS AND ALCOHOLISM

DATE - AUGUST 7, 1986

SENATE TESTIMONY 1

Mister Chairman, members of the committee and ladies and gentlemen, I would like to thank you for this opportunity to come before this distinguished panel to describe and discuss our School Program to Educate and Control Drug Abuse--- SPECDA.

Before I get to the main body of my presentation, however I would like to make a point or two about the new drug menace, crack, which is plaguing my city and our nation.

Crack, as you all undoubtedly know by now, is an extremely pure, powerful and evil form of cocaine. It is now the drug of choice on the street, and it is particularly menacing to our young people. It is easy to make, cheap to buy, readily available, quick to act, powerful in action, deeply addictive and a deadly poison. The City of New York is not unique in experiencing this phenomenon. This drug originates in the coca fields of Latin America and is processed in secret jungle laboratories after which it is smuggled into this country in bulk, and further processed in kitchens and bathrooms and then sold to our children and young adults from dingy doorways and seedy street corners.

I also want to express my deep belief that until the federal government of this country begins to take its responsibilities seriously and begins to control the flow of this cocaine poison into the country, the states and the municipalities, there is little we can do except to try to kill the domestic market for this drug. Crack and its parent-poison cocaine are killing our children and their chances in life.

Crack and cocaine are not only a phenomenon of the poor and the minority groups any longer. Quite the contrary. For example, during a drug sweep this past weekend in my city, 43 people were arrested in a well-known drug buying location in Manhattan. They

SENATE TESTIMONY 2

all had their cars confiscated under the law during the arrests. Of the 43 individuals who were taken into custody with quantities of drugs---mostly crack and cocaine, 39 of the 43 were from suburban New Jersey. They came from middle class and upper middle class suburbs--- the so-called good homes outside the ghettos and tenement districts of my city.

I ask you this: If the good homes of suburban, affluent communities are invaded by these deadly drugs, then what will beccme of the rest of the children of the country ? Who is safe from this poison, this menace, this plague out of the coca fields of South America ?

And who will keep the children safe ?

That is a question I will give you to ponder, while I tell you about one of our most important efforts to combat drug abuse in New York City---SPECDA.

New York City's School Program to Educate and Control Abuse---SPECDA---is much, much, more than a catchy name. SPECDA is the first citywide, large scale cooperative effort between two of the city's super-agencies trying to fight drugs and drug abuse among our children.

SPECDA is a two-pronged attack on what some people choose to call the 'demand side' of the narcotics trade. As Police Commisisoner Ben Ward has said elsewhere, " I am not satisfied with making thousands of arrests.... I firmly believe that we must also try to cut down the demand for drugs." Let me state flatly that I am one hundred percent in agreement with Commissioner Ward. We must---MUST---reduce the demand from our children, our people, for drugs. That is the only lasting hope to supress the drug addiction plague, and consequently, the horrible drug traffic which infests our cities, our towns

SENATE TESTIMONY 3

It is our belief that the best way to do that is to educate our children and young people to "say NO! to drugs." SPECDA is the major long range weapon in our anti-drug arsenal in New York City.

Let me describe SPECDA.

SPECDA has two major thrusts---enforcement and education. It is a major cooperative effort between the New York City Police Department and the City Board of Education and I believe it is the largest such effort between two components of city government in this area.

SPECDA was begun at the start of the 1984 school year, in September, to be exact. Its overall goal is to reduce and if possible to eliminate the sale of drugs in the immediate areas of the New York City schools, and at the same time, to make school-age youngsters aware of the dangers of drugs and drug abuse.

The enforcement effort has targetted hundreds of city school and their surrounding areas, and there have been many, many arrests for sale of drugs---more than 60 per cent for felony charges. At the beginning of the recently ended school year, 63 per cent of SPECDA arrests were made for sale in the vicinity of elementary schools, and only about 4 per cent of those arrested were of school age, while 78 per cent were over 20 years old. In addition, more than a million dollars in narcotics were siezed up till then, more than a third of a million dollars in cash, as well as about 80 illegal firearms were taken by the police.

The enforcement effort is run by the Department's Organized Crime Control Bureau, Narcotics Division, and the main thrust of the effort is to identify and arrest drug sellers operating

SENATE TESTIMONY 4

within a two-block radius of city schools, and to close so-called smoke shops within the same areas. Plainclothes and uniformed police are heavily engaged in this aspect of SPECDA and have made numerous arrests of drug dealers.

It is the educational component, however, which is where the hope really lies for the future. If, as Commissioner Ward has told another panel last year, our BEST efforts should be placed to try to reduce and eliminate the drug demand and its potential market (regardless of the high number of present arrests) then SPECDA's efforts in the schools among the younger children and young adults is the major weapon in our arsenal and should be supported fully.

The goals of the SPECDA educational program were carefully worked out by the Police Department and the Board of Education together. It is critical that this kind of cooperative effort begin at the very conceptual level and that the cooperation continue through the planning, training and execution stages. This kind of thing can not be done well, otherwise

SPECDA's goals, therefore, are the joint product of two city super-agencies working hand in glove; The goals are:

1. To alter constructively the attitudes and perceptions of young people pertaining to drugs and drug abuse;
2. To increase positive student awareness of the consequences of drug and substance abuse;
3. To build the foundations of a constructive ongoing and positive dialogue between young people and the police; and
4. To expand a cooperative, educationally constructive relationship between the New York City Police Department and the New York City Board of Education.

The overall goal is clearly to reduce the likilhood of drug

SENATE TESTIMONY 5

use and abuse among the student population of the city by focussing on the younger students who are assumed less likely to be current drug abusers. The main target population is students in grades 5 and 6---about 10 to 12 years old---who are, at this point in their young lives, beginning to form their attitudes toward drugs and drug abuse, and who are first coming under pressure from peers and others to try drugs. In other words, they are coming into the marketing range of the drug traffickers.

This is, needless to say, a highly critical stage for these children, and it was deemed by police and educational authorities to be the best place to focus our major effort to interdict.

The elementary school curriculum lasts 16 weeks. It consists of an eigh week course for fifth graders and an interlocking follow up eight week course for sixth graders. Each half of the two year course consists of eight 45-minutes sessions taught by specially selected and trained police officers and detectives in consort with Board of Education drug counselors. The same team tracks with the fifth graders into the sixth grade to maintain continuity and to build trust and confidence.

The focus for both halves of the 16-week course is the same, and consists of a brief introduction to the idea behind SPECDA, self-awareness to develop a sense of identity and a postive self-image among the students, discussions of peer pressure and how to resist it when it comes to drugs, development of strategies of decision-making and learning to "say NO! to drugs," the pharmacology of drug use, the physical, psychological and social consequences of drug use, ways to develop leadership and positive alternatives to drug use and abuse, and then a summary of the program and presentation of awards to the students. Each session is accompanied by relevant printed materials that the students can take home and study. These specially designed publications, were partially paid for by the New York City Youth Board.

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SENATE TESTIMONY 6

At the end of the full sixteen week course, each student has a complete set of publications as well as any notes he or she may have taken during the course. In addition, each teacher involved is also presented with a complete curriculum package for future use, as is the school library.

The SPECDA teams make presentations three days a week in the fifth and sixth grade classrooms, and on the other days they make district assembly presentations for children in the kindergarten through fourth grade, and another similar program is presented to junior high school children.

SPECDA also takes cognizance of the fact that the family is a major influence in the lives of children in forming their attitudes and in controlling their behavior. With this in mind, SPECDA conducts evening workshops for parents of school-age children to inform them about drugs and drug abuse problems, to inform them about what their children are getting in the SPECDA classroom and assembly programs, and to reach out for parental support and reinforcement of the SPECDA message in the home. The same specialized officers are used here as in the classrooms.

Additional activity includes an assembly program on the dangers of drugs and drug abuse presented to students in non-targetted schools and districts which do not participate in the 16 week program in the classroom. We do not have the money to cover every school or every school district. These assembly programs are aimed and specifically tailored for elementary, junior high school and high school groups and they are taught by specialized, hand-picked SPECDA teams. All modern presentation

SENATE TESTIMONY 7

methods are used ---speakers, slides, movies mixed media packages, and so forth---to make the lessons especially vivid. Following the presentations, the students are divided into work groups to give the students a chance to explore the discussion material in some detail. Where appropriate, students are referred to drug counselors or other social service professionals.

It is estimated that during a typical school-year month, these assembly programs reach about 15,000 students in non-target schools.

As an indicator of the qualitative and quantitative value of the SPECDA classroom and assembly programs, the Criminal Justice Center of the John Jay College of Criminal Justice of the City University of New York evaluated SPECDA recently and commented that "SPECDA appears to be a program delivered at the right time, in the right place, to the right people." That is high praise indeed!

SPECDA now operates in the classrooms in 154 elementary schools with the 16-week curriculum. There are, however, 623 elementary public schools in the City of New York.

The SPECDA program is now in place in seven of the city's 32 school districts.

We consider the SPECDA program a success. The children we reach---more than a quarter of a million last year---are

informed about drug abuse; they have responded positively to the information and there seems to be good reason to believe and to hope that they will avoid the horrors and abasement of a life of drug abuse. I do not hesitate to say that the Police department and the educational establishment of the city have ---together---planted a seed of hope with SPECDA.

Is it enough ? No. Can there be more ? Certainly. Should there be more ? Of course.

Senator Hawkins, in her invitation to me, asked me to look at Senate bills now under consideration. The are S. 668, S. 15, and S. 1820. Senator Hawkins asked me to look at these bills with an eye toward "making it more responsive to the needs of the drug abuse education community." Believe me, ladies and gentlemen, nobody can have a deeper interest in this matter than I have.

As to S. 668, I commend the Senate and add my amen to the fact that at least a little more aid is forthcoming. The numbers discussed in this bill are not large, it is true, but any help will be welcome. I sincerely wish the numbers were larger, however. Even a half a step is a bit of forward motion.

As to S. 15, the "State and local Narcotics Control Act of 1985," I can only say that we are encouragedand we will wait to see if it passes and if---figuratively, of course--- the check clears the bank. The fact is that the problem of narcotics abuse and trafficking has nearly overwhelmed the resources of state and local governments and we need the help of the national government. Most drugs abused here come from overseas, and are smuggled in bulk across our national borders. Drug abuse is most assuredly NOT a "local problem" as some misguided and misinformed people seem to think. The drugs that come across our national borders are killing our children. It is a national problem requiring a real, not imaginary, national response, and I am pleased to see S. 15 in the hopper, awaiting action. The children of America are awaiting action on S. 15, also.

SENATE TESTIMONY 9

While no right-thinking person can disagree with the thrust of the third bill, S. 1820, called the "Student Chemical Substance Abuse Prevention Act of 1985," I am concerned that it seems to me a little broad in scope, including as it does a legitimate concern with alcohol abuse as well as drug abuse. While alcohol abuse is a problem, I would be a little happier to see a more focussed attack on drug abuse. I want the gun aimed a little more precisely, but I think we can live with it as long as we all remember that drugs are and should be the main focus right now, in my opinion.

How can these three pieces of proposed legislation be made more responsive to our needs ? I can answer the question in one word: MORE. We in the cities and states of the nation need more---resources to pay for manpower, programs, equipment, supplies, and everything else. If the national government is serious in wanting to reduce the problems of drugs and drug abuse then the government of the United States of America should show that seriousness by devising a real, not paper, strategy and method to combat drugs. It should also fund those programs adequately and see to it that whatever resources are needed are made available. The states, and the cities of the country have born the major weight thus far; while federal officials build major cases against the dealers in heavy weights of narcotics, the major conspirators and smugglers, enough junk is getting across our borders to kill our children both physically and spiritually. When a Nickie Barnes is arrested and convicted, it really does not change the flow of heroine, cocaine, crack, amphetamines, qualudes, marijuana on the streets of my city or any other city or town in the United States.

There are plenty of problems involved for everyone to take a hand in solving them. Think of the problems involved in smuggling alone. Or in the law enforcement side. Or in trying to prevent drug abuse among the young people. Or in rehabilitating the drug user and abuser.

SENATE TESTIMONY 10

While money alone is not the whole solution, we do need money. We also need deed --real deeds, not just words.

Words alone will not put one police officer on the streets to arrest pushers. Words will not put a SPECDA team in a classroom to educate children, or take a crack victim out of his self-made hell. Words will not put a dope dealer in jail or build the jail cell to house him. Words will never be enough. We need real deeds, which means real thinking, real planning, real resources, and real---not rhetorical---action.

The dope grown in the jungle patches of Bolivia and Peru, in the gardens of Afghanistan and Iran, in Pakistan and in the Golden Triangle of Southeast Asia and then processed into cocaine, into heroin, into hashish, into morphine, into crack and then smuggled cross the United States borders and then into the veins and brains of our children and adults---these poisons being shoved into American citizens---are not a New York City "local problem." Such places are well beyond the reach of the New York City Police Department.

It is a mercy, ladies and gentlemen that the brains and bodies, the minds and souls of our children can be turned away slowly but surely from drugs. Writing a check for SPECDA right here and now would be nice, but it will not stop the problem by itself, instantly. Nobody is foolish enough to believe that, There is no simple, instant cure for this disaster happening to a generation of your children.

But if you want to make the three bills I mentioned really responsive to the needs we are talking about, then give us the means to educate our children---your children---so that they will not buy drugs. Give us the help we need to teach them.

SENATE TESTIMONY 11

Give us the means to plant the seeds of hope.

Give us the means to do the job. It is our only hope. It is the only hope of the children. And it is your only hope, too....

(Editor's Note: Due to printing limitations and in the interest of economy, additional material submitted for the record with this statement was retained in the files of the committee.)

Senator DODD. Yes. Just let me——

Deputy Commissioner HOLLIDAY. Chief Hill is the coordinator. We will both respond to the questions.

Senator DODD. I really just have one question. We appreciate your being here. And it is very, very helpful. You mention on page 9 of your testimony that you think it is a mistake to lump together alcohol abuse or prevention programs and drug abuse. You heard me just in a very brief exchange with Mrs. McConnell talk about the same thing. In Connecticut one on every four deaths on the highways occur where a teenager is drunk.

You just do not have nice little classes where some kids do drugs, some do alcohol, some do other things. I think they are all doing them together. And I just wondered—you may be right on this, I am not suggesting you are wrong—but what is the rationale?

Deputy Commissioner HOLLIDAY. I think at this particular time this is so devastating, as I mentioned, the crack, and involves so many young people because it is a cheap form of the cocaine——

Senator DODD. I am sorry, go ahead. You are suggesting not grouping them together?

Deputy Commissioner HOLLIDAY. Yes. They are both devastating, but I suggest that we start separating the fact that there is a difference with this crack that is really killing our young people now. That is why I opened with the statement about the crack. Because within 2 to 3 seconds they have a high. They can get it on the street for $5 and $10. There is more of it than cocaine, the drug that you buy for $80 or $100. We do teach both alcohol and drug abuse in our curriculum.

Mr. HILL. Senator, may I comment on that?

In the curriculum the SPECDA Program starts out with the question, to smoke or not to smoke. Then we go to alcohol and the effects of alcohol. Then we go to marijuana and the effects of marijuana. We have building blocks of education. We do bring up alcohol in our curriculum. Each—we have a curriculum that was developed by the police department and board of education director of curriculum. This is a self teaching guide.

When the officer goes in, there are three or four or five ways to do each type of lesson. And then we leave this curriculum with the schoolteacher who is present in the classroom and participates as a partner in delivering the program. And when we leave the classroom after the 16 weeks, the teacher—this curriculum remains with the teacher. And all we ask her to do is do not jump ahead of us, to reinforce what we have previously taught. But we take them right through.

We will make available for you, sir, copies of the book. It starts off—every time the child goes home at the end of the 16 weeks the teacher has a complete package, the child has a complete package. We start off with your attitude and you. A person has to like themselves, he has to be high on himself.

We start with a typical exercise where we take a coat of arms with a flag on the top of it and we give it to the child and we say everyone is different, a fingerprint does not make you different, yourself makes you different and yourself is important, So each child puts his name on there, puts his sex down there, their favor-

ite support, favorite hobby, favorite TV show, favorite pastime, music, dancing, favorite sport.

And we tell the children after they draw all these things on their shield, we say is there any one in this classroom that has this shield? And you know something, everybody is different. So you are important, you are what counts.

In order for a child to say no to drugs, they have to get high on themselves first. They have to learn that they are important. That is our first lesson.

The next lesson will be peer pressure. Madam Chairman, I thought you wrote this film. When you said this film is saying no and how to say no, you must have written it and you must have produced it. Because everything in your opening remarks is in this film.

This is inner-city children. Our police officers are role models. They were born and raised in the very communities where they are teaching. You will go to school, here is the message they tell them, what we show them. We ethnically represent the community we serve, 50 percent Hispanic, 50 percent of our officers are Hispanic.

Deputy Commissioner HOLLIDAY. And women——

Mr. HILL. The 50 percent of the SPECDA officers are female. You may not be able to become a doctor, lawyer, Indian chief, but if you stay drug free, you stay in school, you can become a cop like me. This is the message we give our children. By the end of the 16 weeks, by the end, children want to come because SPECDA is fun. They like to read about self awareness.

This, here, when they go home, this is a reading guide, when they go home their parent must read this and sign the back of the book or they cannot participate in the next SPECDA lesson. We give out buttons, pins, bumper stickers. We even developed a coloring book, "Join Our Friends and Us In The SPECDA Coloring Book." This was designed by a police officer and printed by her father voluntarily. And it gives the messages that Madam Chairman stated. If you use drugs, you may end up in a lot of hot water.

The kids love these in the second and third grade. SPECDA is fun, there are no tests in SPECDA, and SPECDA is educational.

The same police and drug counselor who teach in the daytime we encourage the parents to come back and meet the officer. We have a letter that we sent out to the parents, your child is involved in drug education.

Senator DODD. I did not mean to get—I was getting to the point of learning how to deal with this thing in the totality of it. I might suggest, by the way, Senator Chiles and Senator Biden wrote a bill specifically dealing with crack. I am a cosponsor on it. And you might want to look at it.

Senator HAWKINS. Is drug use up in this age group? Is your drug use increasing?

Mr. HILL. John Jay College did an evaluation of our program and drug use in this age group. We do not find that children are predisposed to use of drugs in the fifth and sixth——

Senator HAWKINS. This is fifth and sixth grades?

Deputy Commissioner HOLLIDAY. Fifth and sixth grades.

Senator HAWKINS. It is going down?

Mr HILL. That is very limited drug use.

Deputy Commissioner HOLLIDAY. That is why we targeted the fifth and sixth grades.

Senator HAWKINS. You heard Senator D'Amato say 12 is where they actually use it.

Deputy Commissioner HOLLIDAY. That is why our program is for ages 10 through 12. We are doing K through 12, but the main target is that 10 to 12 year old, fifth and sixth grade. Because we feel at that time they have not been exposed to the use of drugs and we can catch them in time and we reinforce that they must say no to drugs.

Senator HAWKINS. But it is the foundation of all education. Give me a child until they are 6 years of age and I can form their character. It seems we have a lot more to do. Head Start, you know, comes under the jurisdiction of this subcommittee. It seems to me we have got to talk about the formation at younger and younger ages, and this me, who am I, and where am I going?

Deputy Commissioner HOLLIDAY. I could not agree with you more.

Senator HAWKINS. When you are talking about K through 12, I am talking about Head Start, because that has increased 3 percent this year, a lot of programs were cut because of Gramm-Rudman. We increased Head Start by 3 percent. There are a lot of reasons why, and that is one of them. But I would just like if you could give me some statistics on drug use increase, decrease, where these programs are taught over the last few years, I would like to see that.

Commissioner, are you seeing spacebasing? I was in Los Angeles for a few weeks last month and there was a lot written about it, and I read an awful lot of police officers there, they are calling them Dusty Rollers or a lot of names for them. Are you seeing that in New York where they did the crack and PCP?

Deputy Commissioner HOLLIDAY. No. We have not seen that. Using crack eliminates freebasing. We have seen the small vials of crack that they are selling for $5 and $10, the small vials. And what they usually do is put it in a pipe and smoke it. But we have not seen it yet. We do know that according to——

Senator HAWKINS. It is there. If it is in Los Angeles, it is going to being in New York and Miami.

Deputy Commissioner HOLLIDAY. According to our research, it first appeared in Los Angeles in 1981, and then into New York shortly thereafter. So if you see any there, I am sure we have it.

Senator HAWKINS. PCP is widely used in the District of Columbia.

Mr. HILL. PCP is used in New York with marijuana.

Deputy Commissioner HOLLIDAY. We put PCP under marijuana.

Senator HAWKINS. Do you have any problems with the community's denying that this is a problem?

Deputy Commissioner HOLLIDAY. No. In fact, we have communities begging us to be in their area. You see, in New York City we have 13 school districts.

Senator HAWKINS. That lucky number?

Mr. HILL. Thirty-two.

Deputy Commissioner HOLLIDAY. That is right, 32 school districts. And we started out as a pilot program in two districts. We have five boroughs in the city of New York. Now we are in seven

districts. As of this fall we will be in 16 school districts. That is only half. We are reaching a large number of the students, but that is still only half of the population.

Senator HAWKINS. How much does it cost?

Deputy Commissioner HOLLIDAY. As of September when we go into 16 schools districts it will be about $3.5 million.

Mr. HILL. $3.5 million. It costs every salary and their benefits, $50,000. For a drug counselor it is probably $30,000.

Senator HAWKINS. Did you have any community problems when you formed the curriculum?

Deputy Commissioner HOLLIDAY. No.

Mr. HILL. No. Because we joined the police commissioner and chancellor of the board of education, we joined forces and developed it together.

Deputy Commissioner HOLLIDAY. As a result of some of the things that are happening in the community with the drugs, we have communities whose boards are asking us to bring in the program, and our politicians, Senator D'Amato, want that program in all of the districts around the city.

Senator HAWKINS. The city or the State?

Deputy Commissioner HOLLIDAY. City. We are in New York City. This is New York Police Department with the City Board of Education.

Mr. HILL. To give you the perspective of the numbers, there are 1 million students in the New York City school system. There are over 1,000 schools in New York City. So we are reaching 250,000 students with some form of SPECDA education.

Senator HAWKINS. I would like to thank you for your presentation here today. This will be an ongoing hearing. Other Senators have statements. Others have asked that the record be left open for their statements.

It is going to receive more and more attention because, as you see, these bills come to this committee for more education. We would like you to provide all the materials you have spoken about, Commissioner, to each Senator as well as one for the court reporter for the record.

And I would like to thank the Senators who are so interested in this. And I believe you could count on most of the Senators being interested in statewide programs. And we want to look at successful programs. I know I have gained a lot of insight each time we focus on this phase of the war on drugs. I believe we are right on the threshold of some breakthroughs.

It has to be more than a week, it has to be more than a year. We worked on this 20 some odd years now.

I am going to close the hearing. We have to pool our resources to stop seducing our young people with the illegal drugs. The President is absolutely right when he says that all visual materials and printed materials, whether it be in entertainment, horror movies, whatever, has to stop enticing young people, glamorizing the use or teaching such as a lot of this garbage does that it is a phase you are going to pass through, everybody does it. And we want it stopped dead in its tracks.

If I leave only one message here, we want to stop drug use dead in its tracks before that kid is dead in his tracks. Nothing threat-

ens civilization more than elicit drug use Failed families, unprepared military, absolutely frightening when you look at the money we are spending, and we increase crime.

It cannot be acceptable, it must be not in my house, not in my city, not on this block, not in this school. The parents had to mobilize the government to respond, and that was the National Federation for Drug-Free Youth. And they were very successful. And we joined with them. The parents get the blame in the end when this kid does not turn out. And the parents need help. And the parents are crying for it, they are paying for it in the school taxes. It is an integral part now of school curriculum. It is going to be demanded by this Senate.

It is either going to be awarded by more money for new materials, or penalized, no money at all if you look at the bill that came from the House. They denied all Federal funds to to any school or college that does not have a drug education program.

Now I do not want just this handout, and that gives us a drug education program. We are going to have to look at this, and they told me yesterday more and more programs are brought to them, and they want it stamped that the National Institute of Drug Abuse approves of the program. I guarantee there is going to be linkage in Federal law.

We are looking at successful programs. And I know it is new because we have not done a great deal. We are so busy making fortresses out of our homes and trying to get others to watch our children constantly around the clock until I think we finally focused the White House's attention and mobilized at least public opinion on this particular phase of education.

Visuals must be used. It is a visual world. Books, fine, check them out, you do not have to read them, have somebody write a book report. But we are revealing in the communications and a whole new generation of kids who get information from the tube. That is why we are happy to play your tape and work with you continually on a program that says not in my family, not in my house, not in my neighborhood, and not in my city.

[Additional material supplied for the record follows:]

STATEMENT OF SENATOR CHARLES E. GRASSLEY Chuck Grassley

HEARING BEFORE THE SUBCOMMITTEE ON CHILDREN, FAMILY, DRUGS AND ALCOHOLISM - 8/7/86 "IMPACT OF DRUG EDUCATION"

MADAM CHAIRMAN, THANK YOU FOR HOLDING THIS HEARING WHICH WILL FOCUS ON DRUG EDUCATION PREVENTION EFFORTS.

I THINK AT THE OUTSET WE MUST ASK OURSELVES, "WHAT IS THE RIGHT AND WRONG WAY TO TEACH OUR CHILDREN ABOUT DRUGS", WHICH MEANS FINDING OUT WHAT WORKS IN PREVENTION.

IS IT MORE MONEY? I DON'T THINK SO. MORE CURRICULUM? I KNOW THAT'S NOT RIGHT.

I WOULD LIKE TO CHALLENGE OTHER POLICY MAKERS TO EXAMINE WHETHER TOO MUCH EMPHASIS HAS FOCUSED ON SCHOOL CURRICULUM. THERE ARE APPROXIMATELY 74-80 DRUG CURRICULA OUT THERE. THESE EDUCATIONAL PROGRAMS HAVE BEEN IN THE SCHOOLS FOR OVER 15 YEARS AND WE STILL WONDER WHY THERE ARE STILL DRUG PROBLEMS.

AS THE DISTINGUISHED SENATOR FROM FLORIDA HAS POINTED OUT, SOME OF THE CURRICULA IS QUESTIONABLE - ITS EFFECT MAY BE DIRECTED TOWARD MORE DRUG USE RATHER THAN LESS.

I THINK AS WE EXAMINE ANY SOCIAL POLICY, WE NEED TO FOCUS ON WHAT WORKS, NOT JUST POLITICALLY SATISFYING GIMMICKERY.

A SURVEY IN IOWA, CONDUCTED ANNUALLY SINCE 1979 BY DR. DAVID WRIGHT, HAS REVEALED SOME VERY INTERESTING FACTS THAT I WOULD LIKE TO HIGHLIGHT FOR THE RECORD AND FOR THOSE GATHERED HERE TODAY. I BELIEVE THAT THE IDEAS I'M ABOUT TO SUGGEST REST AT THE VERY FOUNDATION OF WHAT NEEDS TO BE DONE TO GET OUR YOUNG PEOPLE TO STOP USING DRUGS.

O THE STUDY ALSO ASKED KIDS WHERE THEY WENT TO GET INFORMATION ABOUT DRUGS. IN GRADES 6, 8, AND 10, AGAIN, THE SOURCE WERE THE PARENTS.

IN GRADES 6, 8 & 10, THE SECOND GREATEST INFLUENCE FOR INFORMATION WAS THE MEDIA.

WHAT DOES THIS SAY TO THOSE RESPONSIBLE FOR SUBSTANCE ABUSE PROGRAMS? THE IOWA DEPARTMENT OF SUBSTANCE ABUSE DETERMINED THAT THEY HAVE TO USE THE FAMILY AND THE MEDIA AS PRIMARY SOURCES FOR EDUCATION FOR OUR KIDS. THE ADULT POPULATION THEY DETERMINED,

MUST BE TARGETED AND MADE TO UNDERSTAND THAT THEY ARE IN THE DRIVERS SEAT.

YOUNG PEOPLE HAVE A BACKGROUND OF INFORMATION WHICH STARTS DEVELOPING A LONG TIME BEFORE THE SCHOOL YEARS, AND EXTEND BEYOND SCHOOL HOURS. THERE IS THE INFLUENCE OF THE HOME, CHURCH, THE COMMUNITY AND THE MEDIA.

THE BOTTOM LINE IS THAT IOWA HAS A NATIONALLY RECOGNIZED MODEL PROGRAM, WHERE ALL INSTITUTIONS ARE EMPHASIZED AND INTEGRATED, BEGINNING WITH THE FAMILY - A COMMUNITY-BASED INITIATIVE THAT INVOLVES THE FAMILY, CHURCH, MEDIA, SCHOOL, LAW ENFORCEMENT, THE COURTS. YOU CANNOT ISOLATE ONE INSTITUTION IN DRUG ABUSE PREVENTION EFFORTS AND EXPECT IT TO WORK. AS I HAVE BEEN TOLD, "SCHOOL EDUCATION PROGRAMS ARE NECESSARY, BUT NOT SUFFICIENT. TO BE SUCCESSFUL, THEY MUST BE A SMALL PART OF A TOTAL COMMUNITY INITIATIVE."

I WOULD LIKE TO ADD AS PART OF THE HEARING RECORD:

1. A SUMMARY OF A DRUG PREVENTION PROPOSAL FROM THE IOWA NETWORK OF DRUG INFORMATION, A PARENT ORGANIZATION FOR LOCAL PARENT/COMMUNITY GROUPS.

2. A POLICY STATEMENT AND GRAPH MODEL FROM THE IOWA DEPARTMENT OF SUBSTANCE ABUSE.

LASTLY, MADAM CHAIRMAN, I HAVE HEARD OF EXAMPLES WHERE THOSE WHO DON'T USE DRUGS PLEAD WITH THE SCHOOL AUTHORITIES TO TAKE STRONGER DISCIPLINARY ACTION AGAINST THOSE WHO WOULD TURN OUR INSTITUTIONS OF LEARNING INTO DRUG SUPERMARKETS.

ANY COMMUNICATION ABOUT DRUGS, WHETHER IT COMES FROM THE PARENTS, CHURCHES, OR SCHOOLS, MUST EMPHASIZE THAT THOSE WHO SELL AND OR USE DRUGS ARE GOING TO BE HELD RESPONSIBLE FOR THEIR ACTIONS. THIS MEANS THAT THESE INSTITUTIONS, ESPECIALLY THE SCHOOL, MUST COMMUNICATE IN ADVANCE THAT THERE WILL BE CONSEQUENCES IN THE FORM OF STRICT PENALTIES FOR DRUG PEDDLING OR USE.

IN ANNE ARUNDEL COUNTY, MARYLAND, THERE IS A SCHOOL DRUG POLICY WHICH I FIND INTERESTING.

1. IF YOU'RE CAUGHT DEALING DRUGS, YOU ARE EXPELLED.

2. IF YOU ARE CAUGHT POSSESSING DRUGS, YOU MUST:
   A. GO TO COUNSELING WITH PARENTS, AND
   B. IDENTIFY THE DRUG DEALER.

3. IF YOU ARE CAUGHT THE SECOND TIME POSSESSING DRUGS, YOU ARE EXPELLED.

I THINK THERE IS SOMETHING TO BE SAID ABOUT STRICT, CLEAR-CUT DISCIPLINARY ACTION TO DETER SUBSTANCE ABUSE IN THE SCHOOLS.

I URGE THOSE HERE AND THOSE INTERESTED IN TRULY SOLVING OUR DRUG PROBLEMS, TO CONSIDER THE THINGS I HAVE DISCUSSED.

THANK YOU.

***

iowa network of drug information

111 South Cedar
Madrid Iowa, 50156

August 1, 1986

A dream needing critique, development and support!

In the following pages the reader will find a proposal from a group of enthusiastic and willing parents and professionals to advocate the work of professionals and state agency staff throughout the state of Iowa as they develop programs which help:

-prevent substance abuse among our young,
-intervene on behalf of those who love the person who is abusing or addicted to chemicals,
-treat the chemically dependent person,
-and provide funding and staff support for those persons on the firing line in local communities.

Much water has passed under the bridge since the "Chemical People" meetings three years ago. Generally speaking that was when the parent/community group idea was born and look at it now - over 247 communities throughout the state. Thanks to the support of the Executive Branch of our state government, its Department of Substance Abuse, and the many Prevention Specialists, parents began to affect the health and lives of [illegible]

The past three years have been an exciting [illegible] Network of Drug Information (INDI). As a support to local parent/community groups and a recipient of a [illegible] grant through ACTION, INDI has sponsored [illegible] regional and state-wide conferences for parents and professionals. We were given a short two year grant. We did it and feel that the [illegible] experiences have helped many young people to find healthy ways to resist the temptation to [illegible] destroy lives. One of the problems with [illegible] a short time is that we tended to limit [illegible] parent/community groups and their needs. Research but so is providing a on-going support base for groups and professionals in their continued efforts for alternative programing for our young, skill training and information for all ages, and intervention training for professionals and concerned parents.

One of the things we are now able to observe about what we have done is the fact that we have been doing our own thing without regard to what other capable organizations and institutions are doing in prevention, intervention, and treatment workshops and events.

The following proposal and attached resourcing, was developed during INDI's period of evaluation in the spring and summer of 1986. It attempts to ask the question, "what could we better do together?

Subsequent to the development of this proposal the INDI Board of Directors became aware of Chemical People II, now scheduled for February 1987. The board believes that a similiar response likened to the one for Chemical People I would give the following proposal a good opportunity to be placed in the hands of existing and newly organized parent/community groups.

With this in mind this proposal is now being circulated among volunteer and professional organizations for their consideration and critique. The former director of the Iowa Department of Substance Abuse, Mary Ellis, and now the Director of the Iowa Public Health Department with a Division of Substance Abuse, has endorsed this proposal. We are excited about her endorsement and now seek the support of other organizations, institutions, foundations, and businesses.

On August 27, 1986 the INDI board will meet to finalize our goals and objectives for the coming year and develop a budget to finance the final proposed instrument for action. Once the budget is formalized, a copy will be fowarded to those persons who have received this intial draft.

Please receive this proposal as it is intended. A working proposal designed by parents and professionals seeking financial support from areas that remain outside the budgets for state agencies and most federal programs. We will be fully accountable as to how we expend monies received. We are a non-profit, tax exempt corporation.

In appreciation of your consideration of our dream we close.

Respectfully Submitted,

Ira L Williams Jr.

Ira S. Williams, Jr.,
President of INDI

"MOVING INTO THE FUTURE"

COORDINATING SUBSTANCE ABUSE PREVENTION AND TREATMENT PROGRAMS IN IOWA--WITH SPECIAL EMPHASIS ON DEVELOPING CLOSE WORKING RELATIONSHIPS BETWEEN PROFESSIONALS AND VOLUNTEERS

The following proposal was developed by a team of volunteers and professionals attending a "Progress Through Unity" workshop sponsored by the National Federation of Parents for Drug Free Youth, The National Association of State Alcohol and Drug Abuse Directors and the National Institute on Drug Abuse at St. Louis, Missouri on May 14, 15, and 16, 1986.

Representatives on the Iowa team included:

Cynthia Kelly
The Division of Substance Abuse with the Iowa Department of Public Health
State Agency Representative

Tressa Youngbear
Iowa Substance Abuse Information Center
Contracted Agency of the Division of Substance Abuse with the IDPH

Ira S. Williams, Jr.
Iowa Network of Drug Information
The Parent Organization of the Parent/Community Groups in the State of Iowa

The intent of the conference was to create an environment where state agency representatives, professionals working in substance abuse prevention programs, and parent volunteers could open lines of communication and develop common goals. The Iowa team concluded early on that the existing working relationship between contracted agencies, parent/community groups, and the state agency in Iowa gave us a decided advantage in using the limited time given to relationship building to appropriate and productive planning. The team commends the Division of Substance Abuse with the Iowa Department of Public Health in its efforts
in the last several years to create a close working relationship with parents, treatment and prevention specialists.

With a good working relationship in hand we were able to spend our time affirming our partnership and looking for ways to strengthen it. The following is a proposal for future building and strengthening of that which we already have.

The proposal encourages the Division of Substance Abuse with the IDPH continue to affirm the relationship between the Iowa Network of Drug Information and the Division of Substance Abuse with the IDPH. Let us continue to reaffirm the trust and respect INDI has for the quality prevention programs the IDSA has established through their contractual agreements with the 26 programs and 62 prevention specialists throughout the state. Let the IDSA continue to reaffirm the trust and respect it has for the dedicated and commited efforts of the 247 Parent/Community Groups and their parent organization, the Iowa Network of Drug Information. Together, let us continue to affirm the quality treatment programing established in the state.

This proposal reaffirms a philosophical approach to substance abuse prevention programing that affirms no use of alcohol and other drugs for persons who are legally restricted (21 in the state of Iowa) and/or physiologically unprepared to consume such drugs. At the same time, we affirm that our primary concern is creating a comprehensive coordinated prevention and treatment programs that speak to substance ABUSE. Monetary restrictions and time constraints must necessarily attribute to this limitation of efforts.

This proposal advocates a Community Based Program that attempts to create a close working relationship between communities, schools, parents, and civic officials; with the prevention specialists acting as a communication and skill training resource.

THE ISSUES

INDENTIFICATION OF THE ISSUES PROFESSIONALS AND VOLUNTEERS CONTINUE TO FACE TOGETHER

We hasten to point out that the following issues identified by the team are currently being addressed by the current substance abuse prevention and treatment programs of the state agency, volunteer groups, and professional groups and organizations. The following list identifies issues we agree exist and need further attention.

A. Lack of adequate <u>funding</u> of private, public, and volunteer substance abuse prevention and treatment programs continue to affect efficiency, resourcing and creativity.

B. Continued lack of <u>communicating and coordinating</u> the programs and activities of Professionals and

Volunteers, of Professionals and Professionals and Volunteers and Volunteers still create some overlapping of efforts and goals.

C. There seems to be a continued philosophical difference of opinion between mental health and substance abuse treatment centers concerning the treatment of individuals when substance abuse may be indicated. Furthermore, there seems to be some philosophical difference in who would be best qualified to provide substance abuse prevention programing.

D. Geographical distances continue to present a problem for those seeking skill training and treatment and those providing services.

E. Our Iowa culture still presents a denial problem. We are willing to face the fact that we have a substance abuse problem, but we are also determined to "handle it ourselves".

F. There is a lack of communication and coordination between those prevention programs involved in child and parent abuse programs and substance abuse programs.

G. There is a lack of communication and coordination between national service group programs such as the Elks, Lions, and Girl Scouts. Also included in this list must be the churches of Iowa and their substance abuse programs.

PRIORITIZING THE ISSUES

THE NEED FOR FUNDS AND A WAY TO BETTER COMMUNICATE BETWEEN VOLUNTEER AND PROFESSIONAL, PROFESSIONAL AND PROFESSIOINAL, AND VOLUNTEER AND VOLUNTEER

After careful and extensive examination of the issues, the team picked the following three priorities as those needing current attention:

A. Insuficiant funding for public, private, and volunteer substance abuse prevention and tratment programs continue to affect efficiency, resourcing and creativity.

B. Continued lack of communicating and coordinating the programs and activities of professionals and volunteers, of professionals and professionals and volunteers and volunteers still create some overlapping of efforts and goals.

G. There is a lack of communication and coordination between national service group programs such as the Elks, Lions, and Girl Scouts. Also included in this list must be the churches of Iowa and their substance abuse programs.

GOAL SETTING

IF THE "IDEAL" COULD BECOME REALITY

A. The creation of a coordinated and fully communicated statewide substance abuse prevention and treatment network consisting of volunteer, professional, and civic groups.

B. The continued development of a monetary funding strategy for public, private, and volunteer programs.

C. The creation of a statewide access to prevention programs created by national service groups, churches, and other civic organizations.

EVALUATING PRESENT ACITIVITIES

HOW DO CURRENT ACTIVITIES AND PROGRAMS RESPOND TO THE STATED GOALS?

The team realized that during the last several years several current elements in the development of a Substance Abuse Program throughout the state have addressed the goals stated above. They include:

A. The establishment of a comprehensive team. This team is exemplified in the expansion of the Iowa Network of Drug Information Board of Directors to include:

(1) Prevention Specialists
(2) State Agency Representatives
(3) Treatment Specialists

(4) Other State Agency Specialists

This team approach has facilitated planning in resourcing workshops, seminars, and legislative strategy.

B. The Regional Conference concept has enlarged the participation of parents, students, school administrators and staff, and professionals. The fact that we had over 900 participants in the 1985 regional conferences illustrates this fact. Such conferences were intentionally designed for students, teachers, parents, and professionals and co-sponsored by volunteer groups and state agencies.

PROPOSED OBJECTIVES

A SERIES OF EVENTS AND ACTIVITIES PROFESSIONALS AND VOLUNTEERS MAY DEVELOP IN ORDER TO MEET THE STATED GOALS--RESOURCING A DREAM TO MAKE REALITY

With the elements and experiences stated above the team proposes three new objectives to further address the stated goals. The following objectives respond directly to the goals seeking "coordination and communication" and lay the foundation for the attainment of the goal seeking funding strategies.

A. The team proposes that the volunteer and professional agencies involved in substance abuse prevention and treatment make an asserted effort to attend the National Institute on Drug Abuse/National Institute of Alcoholism and Alcohol Abuse Workshop, August 3-6, 1986. By providing a team from Iowa we will be able to share with the nation our perception and concept of substance abuse prevention and treatment with other states and obtain valuable information on how we may strengthen our current efforts.

B. The Team proposes that we go "On the Road With INDI" this fall. At Regional meetings, representatives of Parent/Community Groups, Treatment Centers, Prevention Programs, and representatives of the State Agency and INDI will be invited to meet and answer the following questions:

"Who am I?" "What Do I Have to Offer?" "What are my Needs?" "How may we work together?"

The Purpose of the meetings will be to create a working relationship between all parties involved.

The Co-Convenors of the meetings will be the regional representatives of INDI and a Prevention Specialist in the Region.

The Resulting Objectives may include:

(1) Creation of a Regional Committee to advise INDI, regional prevention and treatment programs, and the state agency as to direction and needs of the region and its people.

(2) Creation of Resource Teams to be available to establish, re-establish, or re-affirm parent/community groups or other volunteer organizations interested in substance abuse programing, responding to issues that affect families, students, professionals, and public officials. Such resourcing could provide workshops, seminars, referral centers for persons in the region who need counseling in stress management, family issues, substance abuse intervention, etc.

(3) Initiating a design for a Statewide Resource Guide for substance prevention and treatment programing.

(4) Introduction of "INPUT"! Iowa Neighbors and Professionals Uniting Together concept to be introduced at the spring '87 Governor's Conference on Substance Abuse.

C. The team proposes that the Division of Substance Abuse with the IDPH, the Iowa Network of Drug Information, the Iowa Program Directors Association, and the Iowa Prevention Network create "INPUT". This concept would be designed to give volunteers and professionals the opportunity and structure to work more closely together in substance abuse prevention and treatment. This concept would be introduced at the Governor's Conference Abuse where professionals, already gathered, and volunteers seeking more information

"AFTER THE PROM PARTY IS OVER"

A PACKET CREATED BY THE IOWA NETWORK OF DRUG INFORMATION WITH THE ASSISTANCE OF THE IOWA PREVENTION NETWORK AN THE DIVISION OF SUBSTANCE ABUSE OF THE IOWA DEPARTMENT OF PUBLIC HEALTH

A Packet of Information Designed by the Iowa Network of Drug Information (INDI) to provide parents, teachers, and youth the guidance and resources they need to develop substance abuse prevention, intervention, treatment, and youth activities programing in their local communities.

AN INTRODUCTION

For over three years the Iowa Network of Drug Information (INDI) has observed that parent/community groups throughout Iowa have successfully responded to the problem of substance abuse in our schools and community with alternative programs for our youth and information programs for parents, teachers, and other professionals.

Many have initiated and developed good working relationships with the prevention specialist in their region or county, school administrations, staffs and school boards, city councils, police departments, health care agencies, and service clubs and organizations.

Others have initiated special programs in Intervention Training, Skill Training and Education for parents, students and teachers.

We have had a remarkable and beneficial experience.

Some Parent/Community groups are starting to ask,

"WHAT DO WE DO NEXT?"

This Packet of goodies was created by the Iowa Network of Drug Information with the assistance of Division of Substance Abuse, and the Iowa Prevention Network to provide some helpful hints and guidelines for parent/community groups, teachers, and concerned persons to use in organizing varied programs and activities that communities and schools may initiate to keep on top of the substance abuse issue and the goal to raise healthy and drug free youth.

The enclosed brochures describe program ideas that could be developed by persons in their local community. Programs covered in the brochures include the areas of:

-Alternative Programing for our young! (Activities that allow a young person to get high on life rather than drugs)

-Skill Training or Educational Programs (Programs that aid parents, students, and professionals to gain the skills to feel good about oneself, be better parents, or sensitive citizens of a community)

-Information Programs (Ideas that may help a Parent/Community group to communicate the information parents, students, and professionals need to be sensitive to the substance abuse problem in our communities and respond appropriately to it)

-Intervention Programing (Ways to resource intervention training in a community and school might train its parents, teachers and administrators, and students to respond appropriately with love and concern to individuals who may suspect someone of having a substance problem)

-Political Participation (Information, Resources and Ways in which a local group or individual may influence the legislative process)

This packet has been designed so that IWDI may continue to update the material offered. It is not intended to be a comprehensive list of ideas. IWDI needs and invites you or your group to use the enclosed "mailer" to share with us a description of programs and activities in your community that have not been addressed in this packet. We would, in turn, share your idea with other groups throughout the state in future "Program Update" in the IWDI Newsletter.

The program ideas are intended to be an introduction to the variety of activities an existing parent/community group or newly organized parent/community group might consider developing in their school or community. A comprehensive description of many of the programs are available through local prevention specialists or the Division of Substance Abuse with the Iowa Department of Public Health. A resource list of persons and agencies are included to assist you in making contact with persons who may provide the details you need to develope a particular program.

A LOOK INSIDE THE PACKET

THE FOLLOWING IS A CURSIVE LOOK AT THE STRUCTURE AND CONTENT OF THIS PROPOSED PACKET. EACH PAMPHLET IS INTENDED TO PRESENT A SEPARATE TOPIC OR ISSUE A PARENT GROUP MIGHT ADDRESS.

1. The cover of the Packet would have the title:

   "AFTER THE PROM NIGHT IS OVER, WHAT DO WE DO NEXT?"
   The INDI Logo and recognition of the agency and other professional and volunteer groups who worked with INDI to put the packet together.

2. On the left side of the Packet cover would be the Introduction Brochure

3. Inserted on the right side of the Packet cover would the following brochures:

   A. "Training and Educating Persons Who Want to Grow, Communicate, and Care"

      (This pamphlet would list and describe briefly a number of skill training and educational programs available for parents. This list would include programs such as: "Systematic Training for Effective Training", Intervention Training, etc.)

   B. "How to Inform Those who Care"

      (How does a parent/community group publish a newsletter? What are the costs? What are the ways to get it mailed inexpensively?)

   C. "Getting High on Fun and Not Drugs"

      (A listing of alternative program activities that parent/community groups are using throughout the state that redirect behavior away from drugs and into positive, healthy, experiences. The list would include ideas, directions and the steps needed to take in designing dances for all occasions, summer activities, etc.)

   D. "Influencing Those Who Make the Laws"

      (How does a parent become constructively involved in influencing those who make the laws and raise the issues that concern the health and future of our young)

   E. "Providing Resources for Those Who Courageously Care"

(A list and description of school curricula developed as prevention and child development programs. This list would include programs such as: "Peer Helper Training", "Skills for Adolescence", "Teen Leadership Institute", and others.)

F. "Names, Places, Agencies, of Those Who Can Help"

(This pamphlet would list the names and job description of those prevention specialists, treatment agencies and persons, state agency offices, and service groups throughout the state who have designed prevention, intervention, and treatment programs.)

G. "Share Your Ideas With Others Who Care"

(This pamphlet is an invitation the parent/community group to celebrate its own story of successes and failures. It would be an opportunity for the local parent group to share with other parent groups what it has experienced in its efforts)

H. "Developing Relationships With Those Who Share Your Concern"

(How does a parent group develop a good working relationship with those school and public officials? Some helpful hints on how to develop the relationship needed to get some [illegible].)

I. "Creating and Developing a [illegible]"

(A step by step description of [illegible] going and suggestions [illegible]

J. "Using INDI to Obtain Non-Profit [illegible]

(A form to be used by [illegible] for INDI's sponsoring [illegible])

K. "INDI Membership: How and Why"

(A promotional tool [illegible] aspects of being a member of INDI)

4. On the inside surface of the Packet cover there could and should be some definitions of terms and tidbits [illegible] Packet and its Brochures, possible Hotline Telephone [illegible] etc.

IOWA DEPARTMENT OF SUBSTANCE ABUSE

The delivery of prevention services; a policy statement

The Division of Substance Abuse (DSA) views substance abuse as a major public health problem. Treatment and prevention constitute a continuum of strategies for addressing this problem. Strategies vary to meet identified needs of individuals and groups in society.

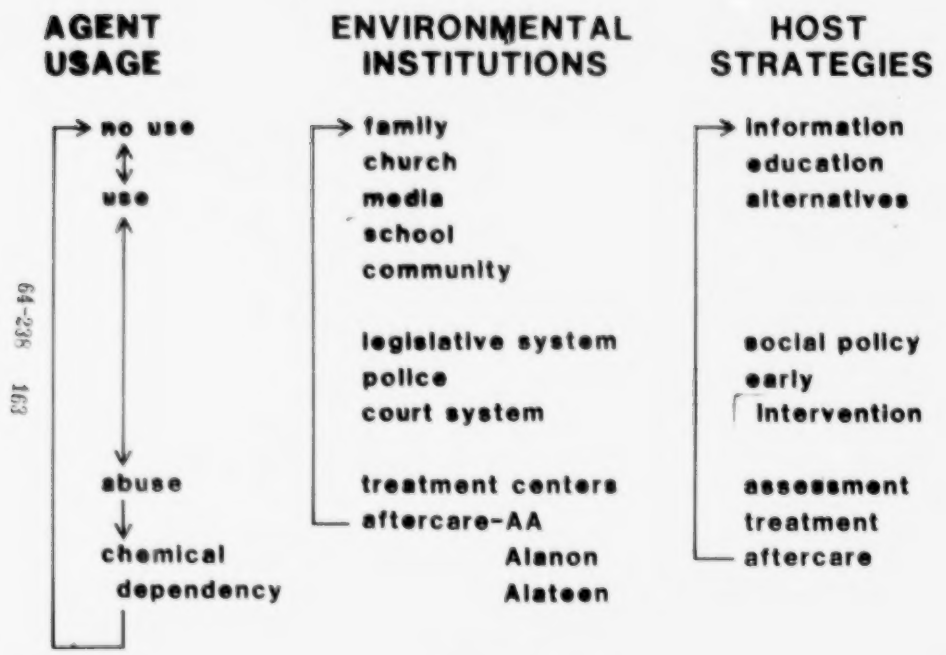
Prevention efforts require careful attention to three factors: the host--the individual; the agent--alcohol and other drugs; and the environment--societal institutions.

Host factors in substance abuse involve an individual's motivation for using alcohol and other drugs. Frequently, individuals engage in substance abuse to eliminate distress and find pleasure through chemicals. Substance abuse replaces constructive, pleasurable, and meaningful benefits of healthy development and effective living. By strengthening individuals, families, and groups with resources to confront complex, stressful life conditions, people can lead personally-satisfying and enriching lives. A society of healthier individuals means a reduced demand for chemicals. Therefore, DSA supports primary prevention activities to 1. strengthen identification with viable role models; 2. strengthen identification with and responsibility for family processes; 3. develop problem-solving abilities; 4. develop intrapersonal skills; 5. develop interpersonal skills; 6. strengthen system skills; and 7. develop judgmental skills.

Such agent factors as types, amounts, effects, and availability of alcohol and other drugs contribute significantly to substance abuse problems. Therefore, DSA supports informing the public about the effects of alcohol and other drugs and the hazards of using them uncritically. DSA also encourages policies and practices to influence alcohol and drug availability, price, and distribution and to advocate appropriate legislation. Such groups as physicians, legislators, pharmaceutical companies, distilleries, breweries, and wineries can do their part to reduce substance abuse. However, these groups need to be sufficiently motivated and mobilized by those in the prevention field. Minimizing the occurrence and severity of disability and reducing the incidents of premature death related to substance abuse are shared goals. All of society benefits from reducing illegal, irresponsible, and inappropriate use of alcohol and other drugs.

Environmental factors in substance abuse also need to be addressed. In a pluralistic society, the social, cultural, political, geographical, religious, ethnic, educational, legal, economic, and family milieu influence substance use and abuse. DSA supports prevention efforts to change systems having a negative impact on the substance abuse-related environment. One example is the parent movement's effort to shape communities toward a drug-free culture. Institutional-change efforts assume that strengthening individuals is insufficient.

DSA does not endorse any one of the three factors to the exclusion of others. Balance and combination are keys within the unique demands of each situation.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Senator HAWKINS. So we will conclude this hearing and we will play your tape at this time. Thank you.

Deputy Commissioner HOLLIDAY. I would like you to wear one of our SPECDA buttons.

Senator HAWKINS. I would be happy to.

Play the tape, Richard.

The videotape was shown.

[The subcommittee adjourned the hearing at 12 noon.]

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